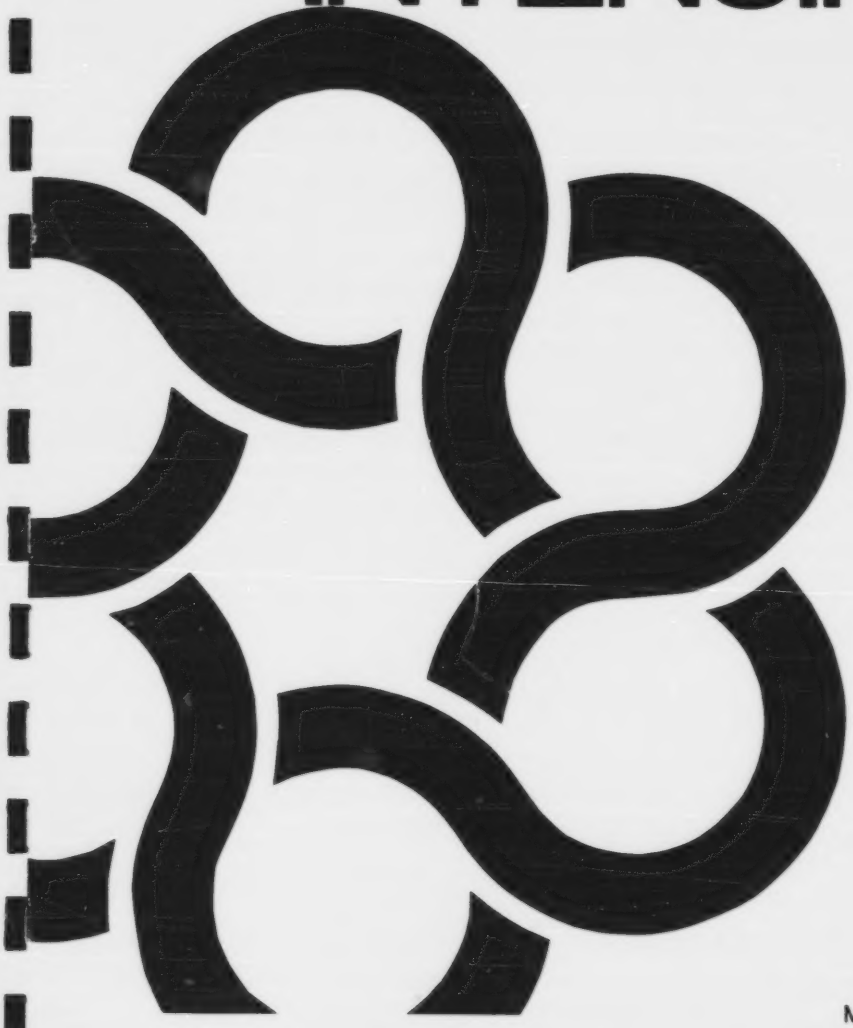
REPORT No 4
1987

HOUSING INTENSIFICATION



PREPARED BY: POLICY DEVELOPMENT DIVISION
METROPOLITAN TORONTO PLANNING DEPARTMENT

METROPOLITAN PLAN REVIEW

The Municipality of Metropolitan Toronto

Metropolitan Plan Review

Report No. 4

HOUSING INTENSIFICATION

A background document in the review of
"The Official Plan For The Urban Structure: Metropolitan Toronto"

Prepared by the Policy Development Division of
Metropolitan Toronto Planning Department

1987

PREFACE

The Official Plan for the Municipality of Metropolitan Toronto, entitled "Official Plan For The Urban Structure: Metropolitan Toronto", was adopted and largely approved in 1980. The Plan applies to the Metropolitan Toronto Planning Area comprised of the Cities of Toronto, Etobicoke, York, North York and Scarborough and the Borough of East York. This area is illustrated on Figure 1.

In March 1986, the Metropolitan Council approved a program to review the Plan. That program has been published as "Report No. 1: Program", (April 1986, Metropolitan Toronto Planning Department) and copies are available from the Department.

The Metropolitan Plan Review will proceed by studying five major subject areas, namely:

- regional assumptions and the concept;
- housing and residential development;
- employment areas and activities;
- transportation; and,
- open space and environment.

Phase 1 of the review process, of which this study is a component, is the preparation and publication of a series of technical background and proposal papers covering the above five subject areas. Community response to those papers is an integral part of the Metropolitan Plan Review and is encouraged from all sectors and levels of the community. All responses will be considered in any subsequent policy reports recommending revision to existing policy.

This report on Housing Intensification is a technical background and proposals report which is the second in the series examining housing policy and implementation in the Metropolitan Toronto Planning Area. The other report is entitled "Housing Trends: 1976-1986".

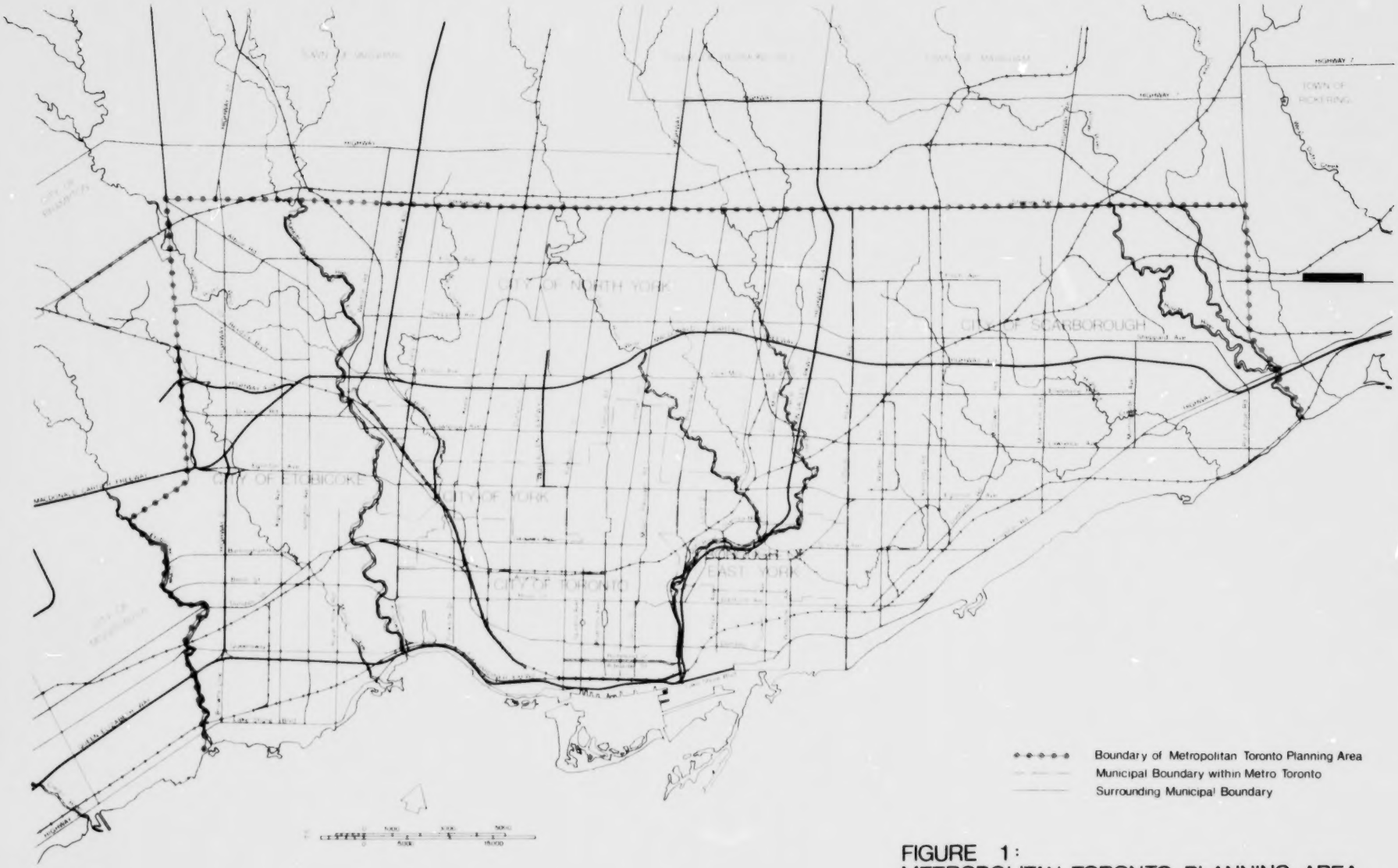

Boundary of Metropolitan Toronto Planning Area
Municipal Boundary within Metro Toronto
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FIGURE 1:
METROPOLITAN TORONTO PLANNING AREA

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HOUSING INTENSIFICATION

SUMMARY

1.0 INTRODUCTION

Recent trends indicate that Metropolitan Toronto's population is aging and household size is declining. These factors have resulted in a relatively stable population over the last decade, despite the provision of substantial numbers of new units. These trends are expected to continue so that by 2011 approximately 209 000 additional units (an average of 8 360 units annually) will be required in order to maintain the existing population level.

The need to provide this additional housing is particularly important in view of the projected increase in employment opportunities in Metro and the potential decline in resident labour force as the population ages. This combination of factors will result in increased commuting into Metro. In order to improve the relationship between where people live and work and to more fully utilize Metro's existing infrastructure, a number of measures to encourage residential intensification are recommended.

This review is directed at examining whether or not the policies contained in the Metropolitan Official Plan are effective and whether or not new policies or a more proactive approach is necessary to ensure that a higher population is accommodated in Metro. The potential for increasing the housing stock through subdivision of vacant land, provision of one or more rental units in private dwellings (i.e., conversion), infill and redevelopment are examined.

2.0 DEMOGRAPHIC AND HOUSING TRENDS

By 2011, the population of the Toronto Region is projected to increase to 4.7 million (from 3.6 million in 1985). Based upon current trends, most of this growth is expected to occur in the Four Regions surrounding Metro whose population would almost double, while Metro's population would remain relatively stable at about 2.2 million.

Between 1985 and 2011 the number of households in the Toronto Region will increase by 475 700, about 315 000 of which will be in the surrounding regional municipalities. Despite Metro's stable population, the number of households is projected to increase substantially (by 160 000) and the increase will be dominated by two-person family households. The increase in this group will result from both new family formation and an increase in older couples whose children have left home. By 2011, the number of people over 60 in Metro is predicted to increase to 614,900 representing 28% of the population. In 1986 there were 352 600 persons in this age group, representing 18% of the population.

It is estimated that there will be a demand for an additional 209 000 housing units in Metropolitan Toronto over the twenty-six year period, 1985-2011. This figure takes into account the growth in households, the replacement of buildings lost to demolition and the need to achieve a higher rental vacancy rate. Considerable efforts will be required to ensure that sufficient new housing units are produced in Metro; otherwise, there will be continued housing shortages, higher housing costs and increased migration from Metro.

As a result of the strong demand from small family households, as much as 70% of all future housing demand will be for ownership units (based on current tenure patterns for various age groups). Due to the limited supply of undeveloped land for producing ground-related family homes, this demand will increasingly have to be met through medium and higher density condominium projects. It will also be desirable that the suburban housing stock, originally built for families but increasingly occupied by empty nesters (as the population ages), be available to newly formed families. This will mean providing suitable and affordable alternatives to older people who no longer choose a large home.

3.0 WHY INTENSIFICATION?

Measures to provide additional housing through redevelopment, infill or conversion have in the past been rather unpopular with many communities in Metro. Metro and Area Municipal Councils must decide if it is now time to reconsider previous attitudes.

It is clear that given current growth trends, Metro will not reach the population for which the infrastructure was developed (estimated at 2.5 to 3.0 million), while at the same time large expenditures will be required to provide similar levels of infrastucture in outlying regional municipalities. In part, such expenditures would be for the construction of new schools, libraries, police stations, local streets and parks and other public facilities, while within Metro some of those same resources representing large capital investment are underutilized. More housing development outside of Metro implies increased and longer commuter trips into Metro and a need for large transportation expenditures. While it is inevitable and in many respects desirable that more housing development outside of Metro proceed, nevertheless it is of greater advantage to the Metropolitan community that the total amount of commuting into Metro be reduced through the provision of housing to accommodate a larger proportion of the new jobs created. This would result in more fully utilizing the existing developed community facilities and infrastructure.

As one means of achieving a balance of these two types of growth this report recommends that Metro Council support measures to increase Metro's population and discusses a variety of means to promote more housing for that population.

4.0 SUBDIVISIONS

In 1977, the supply of vacant land in parcels of two hectares (five acres) or more, was estimated at 2 200 hectares (5 500 acres); by 1985 this had fallen to 1 250 hectares (3 090 acres). This current supply is expected to be used up in approximately ten years.

In recent years subdivisions in Metro, and the Toronto Region as a whole, have been dominated by the production of single family homes. In Metro, where land prices are higher, the demand for such housing has been met through smaller lots resulting in higher densities in subdivisions. By 1984, net densities averaged 37 units per hectare. Nevertheless, the lack of variety of housing types being produced today in subdivisions is a concern.

Of the 209 000 new units needed to 2011, it is estimated that 36 000 could be provided through the subdivision of vacant land. Obviously, other means of accommodating additional units will be needed if Metro is to meet the future demand for housing.

5.0 CONVERSION

Conversion refers to the process of increasing the number of households that can be accommodated in a grade-related dwelling through the creation of additional units. Conversion has historically been a means of adapting housing in response to socio-economic changes and was a widespread phenomena in many neighbourhoods such as Rosedale, the Annex and Cabbagetown (to mention a few) until the universal adoption of zoning by-laws in the 1950's.

Today, however, conversion is permitted mainly in certain residential areas in Toronto, York and North York and is not permitted in East York, Scarborough and most of Etobicoke. Where it is allowed, by-laws are quite restrictive.

In many communities there is widespread opposition to a more permissive approach to conversion. Opposition has centred around such issues as potential declines in property values, increased parking problems and possible neighbourhood deterioration. A review of such concerns has shown that many of these have been exagerrated and that the problem is more related to perception than reality, underlining the necessity for public education on this matter. For example, a study conducted for the Ontario Ministry of Housing has shown that tenants in converted apartments have relatively low levels of car ownership. Furthermore, converted units generally increase (rather than decrease) property values and there is no reason to suppose that people who rent out parts of their home would take any less pride in their dwelling than other homeowners. Indeed, the extra income should help them maintain their homes better. It is suggested that, with adequate guidelines, municipalities can provide for conversion in a way which does not threaten the physical or social stability of neighbourhoods. Furthermore, conversion could be restricted to communities where there is local support (identified through surveys) rather than on a large scale basis.

A recent survey conducted for the Ontario Ministry of Housing, found that one in eight homeowners in Metro would be interested in conversion (many now do it illegally). Based on the above proportion, it is estimated that up to 37 000 units could be provided if the process of conversion were made legal and simplified. The provision of additional units in existing housing would have the advantage of providing needed additions to the rental stock at relatively low public cost (compared to recent rental incentive programs), would help to reduce home ownership costs for new homeowners and provide extra income for older homeowners. Such rental units could also revert to ownership status if the demand for rental units declines in the future.

In order to initiate a more active response by Metro Toronto and area municipalities to conversion, it is recommended that:

1. **The Metropolitan Official Plan be amended both to indicate support to "conversion" as a technique to obtain more housing, and also to encourage area municipalities to amend their official plans to include criteria in accordance with which conversions would be permitted, possibly on a neighbourhood rather than a municipality-wide basis.**

2. **Area municipalities should review their zoning by-laws to establish a "converted dwelling unit" category, and subsequently amend the by-laws to permit conversion in certain areas where this may be suitable. Converted units should not be subject to more stringent controls in regard to age of building, setbacks, design considerations, etc., than apply to single family housing. However, the policy and by-law could specify size, number of units to be permitted in a dwelling, and parking requirements.**

3. **The Ministry of Municipal Affairs should provide incentives to municipalities to revise their zoning by-laws. These could include financial assistance to permit the necessary surveys and public meetings to be undertaken and per unit grants for units created under the new by-laws. Development by the Ministry of Housing of model by-laws based on typical older neighbourhoods and post-war suburbs might be useful to municipalities.**

4. **Financial incentives in the form of loan insurance or forgiveable grants should be offered by the Province to homeowners who provide additional units which remain in the rental market for a specified time period.**

5. **Metropolitan Toronto in co-operation with area municipalities should initiate measures to consider the implications, problems and potential of conversion in various communities. This could include:**

   - **a series of community-based information and educational open houses to address some of the concerns associated with conversion;**
   - **preparation of printed information kits for individuals who may be interested in obtaining municipal approval for a converted unit; such kits to describe the procedures for submitting an application and also setting out applicable municipal standards.**

6. **The Landlord and Tenant Act should be reviewed to determine whether certain provisions which are particularly onerous when applied to rental units in small owner occupied properties could be softened. Metropolitan Council should approach the Ministry of Housing in this regard.**

7. **The Federal government should be requested to provide appropriate relief from income tax on rental income where an additional unit has been created in a owner-occupied dwelling.**

6.0 INFILL

Infill refers to the construction of small scale (e.g., less than four-storey) new housing within existing residential areas on vacant or underutilized sites under two hectares (five acres), in a form which is physically integrated into the surrounding neighbourhood.

Although in Metro as a whole, infill represents a small proportion of units provided through new construction, in the City of Toronto it accounted for 20% of unit completions in recent years. Its potential to assist in a more efficient use of land and infrastructure without appreciably changing the character of the

neighbourhood makes it a concept worth exploring. If only 12% of units required were provided through infill, it is estimated that 25 000 units could be provided to 2011 by this process.

Since the configuration of sites, as well as the design solutions vary widely, it is difficult to incorporate standard criteria for infill development into zoning by-laws. However, existing by-law provisions tend not to accommodate infill but rather mirror existing development, particularly in recently developed suburban areas. Municipalities could take a more positive approach to the infill process.

It is recommended that:

8. Area municipalities take the following initiatives:

(1) incorporate policies governing infill development into the Official Plan;

(2) examine by-law standards and make provision for reduced lot frontages on a municipal or neighbourhood basis where infill is involved;

(3) ensure that infill, when it occurs, achieves a suitable neighbourhood 'fit' - a criterion dependent primarily on the mass, height and overall setback of a development.

9. Metropolitan Toronto should assist in promoting infill development by facilitating the exhange of ideas on the opportunity and importance of this process with area municipalities.

7.0 REDEVELOPMENT

Despite the above means of residential intensification, most of the future housing demand in Metro will have to be met through redevelopment. However, the Metropolitan Plan does not indicate clearly the Metropolitan interest in redevelopment, nor provide guidance for area municipalities with respect to the characteristics of locations most suitable for higher density redevelopment. In

reviewing area municipal official plans and zoning by-laws, it was apparent that these documents generally do not set out the municipalities' long-term intentions of guiding change through residential development. As a result, rezoning tends to be a necessity for each development proposal. This increases the cost of a project due to lengthy processing delays and leads to opposition from citizen groups who often feel uncertainty about the stability of their neighbourhood.

It is recommended that the following initiatives should be undertaken by both Metropolitan Toronto and the area municipalities:

10. **The Metropolitan Plan should set out general criteria, indicating those types of areas most desirable for residential redevelopment from the Metropolitan perspective, including:**

    - **obsolete commercial and industrial areas;**
    - **low density areas along Metropolitan arterial roads;**
    - **underdeveloped lands within mixed use nodes and centres; and,**
    - **sites within 650 metres to 750 metres of rapid transit stations.**

    Application of the criteria would be subject to area municipal determination of the appropriateness of such redevelopment in specific areas.

11. **To implement above item (10), area municipal official plans should set out specific criteria under which redevelopment for residential use would be supported in principle, and zoning by-laws should be amended to provide for the redevelopment of specific areas which meet those official plan criteria. Site plan control by-laws should adequately address the remaining development conditions of municipalities.**

12. **The attainment of Metropolitan housing objectives should be considered when the disposal of Metro-owned lands is proposed.**

13. **Where feasible, conversion and rehabilitation of non-residential buildings for residential use should be encouraged.**

14. **Area municipal plans should provide for mixed use development, particularly along arterial roads and in Metropolitan and local centres.**

15. **Both floor space index and unit per hectare density controls should be incorporated into the zoning by-laws in order to encourage development of smaller rental units without precluding the larger units sought by the luxury or condominium markets.**

8.0 CONCLUSION

Metro Toronto has limited capacity to meet the future demand for housing through development of vacant land. In order to meet the future need for housing, to effectively utilize the existing infrastructure, to promote a good live/work relationship and to maintain economic growth, it is recommended that Metropolitan Toronto promote residential intensification. This could be achieved through more specific policies which indicate Metro's interest in residential intensification and by Metro co-operating with area municipalities in measures designed to create a more favourable climate for intensification. However, implementation rests primarily with area municipalities. Their planning policies require amendment in order to accommodate conversion of existing units and infill within residential areas. In addition, redevelopment policies are needed which would provide clear guidelines relating to municipal objectives for the future character and pattern of redevelopment within built up areas.

Failure to adequately address the housing intensification needs will negatively affect the economic future of Metropolitan Toronto and its constituent municipalities.

The policies concerning residential intensification contained in the Metropolitan Official Plan have been found by this review to remain valid and are confirmed. However, from the foregoing conclusions and the recommendations of this report it has been proposed that those policies should in some cases be rephrased. The purpose of this is:

- to establish a more proactive position;
- to be more specific in terms of housing intensification needs and means over the coming years; and,
- to encourage area municipal planning policies to not only protect existing sound neighbourhoods, but also address through overall policy those recurring issues arising throughout our community, namely infill, conversion and redevelopment.

1.0 INTRODUCTION

1.1 Background

Over the next 25 years Metropolitan Toronto's population will remain relatively stable, but the number of households will increase significantly. This demand for housing will be accompanied by a decline in occupancy rates and an overall aging of the population. Because Metro is essentially a developed municipality with major infrastructure in place, new units will have to be incorporated into the existing urban fabric, a process known as residential intensification. However, the evolution of housing preference, of community interests and of municipal residential regulations over the past 30 years tend to work against residential intensification.

This report explores means by which Metro's demand for housing to accommodate its additional households can be provided. A second report on housing will review housing production and trends over the last ten years.

1.2 Study Objectives

The Metropolitan Official Plan supports area municipal initiatives to provide for an increase in the number of dwelling units and of overall residential densities in the planning area. This report, a background paper to the review of the Plan, focuses on those policies and statements which relate to increasing the Metropolitan residential stock and on the need for any further strategies or changes to the Official Plan. An underlying theme in this study is that proposals to increase the residential stock should represent a balance between the need to utilize the infrastructure efficiently and the objective of achieving a satisfactory environment in existing and future residential developments.

Specifically, the study objectives are:

(1) to examine the effectiveness of Metropolitan policies which aim to increase the supply of housing;

(2) to estimate the extent of future residential development opportunities in Metropolitan Toronto and the potential for accommodating future population growth;

(3) to propose policies and guidelines to encourage more efficient utilization of land and buildings within Metro.

The examination of the effectiveness of Metropolitan policies will include a review of Area Municipal housing policies and regulations (zoning by-laws and Official Plan policies). The second objective - the potential for future residential growth - will be based on an assessment of opportunities for infill, redevelopment, conversion and development on vacant land. Proposals to encourage a more efficient utilization of land and buildings will describe general conditions under which intensification of the housing stock could take place.

1.3 Metropolitan Policies Related to Residential Intensification

The Official Plan states that in order to utilize the public investment in infrastructure and public facilities efficiently, it will be necessary to promote development and encourage a population increase to 2 500 000 or more by the year 2001 (Section 3.F.1.). This figure is 300 000 persons higher than indicated by present projections (Table A1). In order to achieve this goal, the Official Plan contains a number of policies regarding residential intensification and the distribution of density. These policies are permissive and depend on land use initiatives of area municipalities for their implementation.

The Official Plan states in Section 7.B.4 that Council will encourage and support Area Municipal policies and programs which aim to increase the supply of housing by:

a. infill housing;

b. mixed use development as may be appropriate in commercial centres and districts;

c. redevelopment or rehabilitation of blighted or obsolete structures;

d. redesignation of land uses which have become inappropriate;

e. attainment of desirable occupancy levels of existing dwellings; and,

f. a periodic review of housing density policies and programs and housing development standards.

In implementating the above, the density of residential development is to be related to the capacity of the transportation system. (Section 7.B.6.c) The Official Plan also directs Council, in consultation with area municipalities, to develop residential density policies for multiple dwellings, taking into account building form and transportation accessibility (Section 7.B.8). Such a density policy would replace the former Metropolitan Apartment Development Control Policy of 1967 (and subsequently amended) which was designed to limit the density of individual apartment developments in various sectors of Metropolitan Toronto. Each of four sectors in Metro had a maximum density defined by Floor Space Index (F.S.I.) or units per acre (U.P.A.), based on the community structure and density and the availability of transit. The apartment density control policy was rescinded in 1980 when it was concluded that it was no longer relevant to existing conditions but that "(f)urther work will have to be undertaken to investigate the appropriateness of specific policies or guidelines for development in centres and other transit oriented locations".[1]

More recently, the Metropolitan Toronto Area Transportation Energy Study (M.T.A.T.E.S.)[2] prepared by M.M. Dillon Ltd. for Metropolitan Toronto and the Toronto Transit Commision recommended that a residential density policy be prepared to provide opportunities for low energy travel. The M.T.A.T.E.S. study, which was presented to the Economic Development and Planning Committee in May, 1984, recommended that the density policy should include the potential for density bonusing at rapid transit stations, parking policies related to the level of transportation service available, siting guidelines for detailed planning around rapid transit stations and policies to encourage mixed use projects.

1.4 Options for Intensification

Four options for intensification of residential land use within Metro will be discussed: subdivision, infill, conversion and redevelopment. Working definitions for these options used in this report are summarized below:

Subdivision refers to development of vacant land greater than 2.0 hectares (5 acres) in size, for which a plan of residential subdivision has been submitted.

Infill refers to the construction of small scale new housing within existing residential areas on sites less than 2.0 hectares (5 acres), using vacant or underutilized land in a form which is physically integrated into the neighbourhood and includes:

(1) building on parcels of vacant land;

(2) building additional dwellings on lots which already contain housing; this may or may not include demolition of some existing units;

(3) replacement of existing ground related buildings with residential structures (four stories or less) in a manner compatible with surrounding development.

Redevelopment refers to the construction of new residential units (in residential or mixed use developments) to replace existing non-residential land uses (e.g., commercial, industrial, institutional) or to replace low rise residential development with large scale, higher density projects. It also includes the building of new multiple residential units in vacant or near vacant sites in commercial or industrial areas.

Conversion refers to the process of increasing the number of households that can be accommodated in a grade-related dwelling with or without physical alterations or additions. This can be accomplished through the conversion of a dwelling unit to contain additional households in rooms, flats or self-contained units or through the construction of an addition to a grade-related dwelling. In this report, conversion also refers to the alteration of an existing non-residential building for residential purposes.

The following section will discuss recent trends and projections for population and employment in Metropolitan Toronto which form the basis for the anticipated demand for additional residential units.

2.0 DEMOGRAPHIC AND HOUSING TRENDS

2.1 Introduction

In order to understand why residential intensification in Metro is important, it is necessary to look at the likely demand for housing as well as past patterns in housing production. A major factor in housing demand is related to demographic changes as well as affordability and consumer preferences. While recognizing the importance of affordability, this issue will be addressed in more detail in a separate study, "Housing: A Ten Year Review".

2.2 Demographic Trends

2.2.1 Population and Household Growth, 1971-2011

Following the rapid population increase in the post-war years, Canada's growth rate began to slow down during the seventies as a result of declining birth rates and lower rates of immigration. The lower growth rate is projected to continue into the twenty-first century. Historically, population growth in the Toronto Region (which includes Metropolitan Toronto and the surrounding Regional Municipalities of York, Peel, Durham and Halton) has been significantly higher than that of both Canada and Ontario, and this trend is expected to continue between 1985 and 2011. (See appended Table A1.) The higher growth rate reflects the Region's healthy economy and its attractiveness to people from other parts of Ontario and Canada as well as to immigrants from outside the country.

Between 1971 and 1985 most of the growth in the Toronto Region occurred outside of Metro. The four regional municipalities of Peel, York, Durham and Halton increased from 830 500 to 1 468 700 (an increase of 77%) during this period, while Metropolitan Toronto increased only 3.1% from 2 089 700 to 2 154 500. (See Tables A2 and A3.) This pattern was primarily due to the outflow of newly formed families from Metropolitan Toronto seeking more affordable and larger family accommodation in the surrounding regional municipalities.

Two separate population and household projections have been prepared by the Metropolitan Toronto Planning Department. The first projection used a demographic model which was based on birth and death rates, as well as migration patterns. Medium fertility rates and medium net migration rates into the Toronto Region were assumed in the most probable "Case B". It should be kept in mind that these population figures also reflect current and anticipated migration patterns into and out of Metro, which in turn are affected by housing availability and cost.

A second projection, the traffic zone model, generated population figures by applying expected persons per household (p.p.h.) ratios to projections of housing units. The expected housing units were derived from data on development potential provided by area and regional municipalities, as well as past patterns of completions.

Both projections are similar; however, the traffic zone model provides slightly lower population figures for the whole Toronto Region and higher estimates for Metropolitan Toronto. The traffic zone model produces lower numbers of households for both the Toronto Region and Metro Toronto. (See Tables 1(a) and 1(b).)

Most of the future population and household figures used in this report are based on the land use model. However, those estimates related to housing demand are based on the demographic model because this model more accurately reflects potential demand for housing, whereas population and household figures from the land use model reflect expected housing supply. More detailed projections by family status and household type are only available from the demographic model.

The following points contrast trends in population and household growth in the Toronto Region and Metropolitan Toronto to 2011. (See Tables A1 to A6 in the Appendix.)

Projected Population

. Between 1985 and 2011 growth within the Toronto Region will continue to occur primarily in the Four Regions where population is projected to almost double from 1 468 670 to 2 475 400. (Table A2)

Table 1(a):

COMPARISON OF POPULATION PROJECTIONS

	T-ZONE MODEL Scenario #1, May 1986				DEMOGRAPHIC MODEL Case B, February 1984		
	1981	**1991**	**2001**	**2011**	**1991**	**2001**	**2011**
Toronto	599 200	596 200	609 500	629 300	603 800	603 100	592 500
York	134 600	134 500	132 100	131 000	134 500	134 500	130 500
East York	102 000	95 900	93 900	92 900	101 800	99 800	96 300
Etobicoke	298 700	304 100	299 900	296 700	298 000	290 700	284 500
North York	559 500	572 000	562 400	555 600	569 900	570 900	564 700
Scarborough	443 400	481 200	488 900	488 500	466 900	470 500	470 000
Metro Toronto	**2 137 400**	**2 184 900**	**2 186 700**	**2 194 000**	**2 174 900**	**2 169 500**	**2 138 500**
Durham	283 600	342 800	402 400	458 900	360 600	421 900	484 500
York	252 100	333 900	514 800	613 300	391 300	509 100	637 000
Peel	490 700	691 900	871 500	1 034 800	694 300	906 700	1 089 600
Halton	253 900	296 200	331 300	368 300	312 300	354 000	400 300
Four Regions	1 280 300	1 724 800	2 120 500	2 475 300	**1 758 500**	**2 191 700**	**2 611 400**
Toronto Region	3 417 700	3 908 700	4 307 200	4 669 300	**3 933 400**	**4 361 200**	**4 749 900**

Source: Metro Planning Department

Table 1(b):

COMPARISON OF HOUSEHOLD PROJECTIONS

	T-ZONE MODEL Scenario #1, May 1986				DEMOGRAPHIC MODEL Case B, February 1984		
	1982	**1991**	**2001**	**2011**	**1991**	**2001**	**2011**
Toronto	270 000	288 700	307 400	323 600	N/A	N/A	N/A
York	54 200	58 700	61 100	62 600	N/A	N/A	N/A
East York	43 900	45 000	46 000	46 400	N/A	N/A	N/A
Etobicoke	110 800	122 200	127 100	129 100	N/A	N/A	N/A
North York	196 500	214 400	222 200	226 000	N/A	N/A	N/A
Scarborough	151 300	174 200	186 100	192 100	N/A	N/A	N/A
Metro Toronto	**826 700**	**903 200**	**949 900**	**979 800**	**908 300**	**959 600**	**985 700**
Durham	93 200	113 500	135 400	154 200	N/A	N/A	N/A
York	84 600	121 200	160 200	193 000	N/A	N/A	N/A
Peel	153 900	216 600	277 300	331 600	N/A	N/A	N/A
Halton	81 500	97 500	111 500	123 900	N/A	N/A	N/A
Four Regions	**413 200**	**548 800**	**684 400**	**802 800**	**624 800**	**830 900**	**1 031 900**
Toronto Region	**1 239 900**	**1 452 000**	**1 634 300**	**1 782 600**	**1 533 100**	**1 790 500**	**2 017 600**

Source: Metro Planning Department

- Metropolitan Toronto's population will increase slightly between 1985 and 1991 from 2 154 530 to 2 194 000. (Table A3)
- Within Metro, Toronto, York, East York and Etobicoke are predicted to lose population, North York may increase slightly and only Scarborough is predicted to show any significant increase - around 30 000 persons. (Table A3)

Growth in Households

- Between 1985 and 2011 the number of households in the Toronto Region is projected to increase from 1 306 900 to 1 782 600, an addition of 475 700 households. The majority of these households (65%) will be family households as the last of the baby boom generation enter the family formation stage by the mid-1990's.[1] (Table A4)
- Most of the increase will occur in the Four Regions where the number of households will grow from 486 400 in 1985 to 802 700 in 2011. The bulk of the increase (in this case two-thirds) will be in family households.
- Despite a stable population, the number of households in Metropolitan Toronto is projected to increase from 820 500 in 1985 to 979 800 in 2011 - an increase of 159 300 households.

Despite the large increase in family households, a significant number of families will not fit the traditional notion of a family consisting of a married couple and children. Many households will be composed of couples whose children have left home, "empty nesters", and single parent households. The housing aspirations of such diverse family households may be met by other options besides the single family detached home.

2.2.2 Household Size

Declining household size has been a characteristic of Canadian urban areas for some time resulting from increasing levels of affluence, higher rates of non-family household formation and declining birth rates. The household size is predicted to continue to decline from 2.62 persons per household in 1985 to 2.10 persons in 2011. The corresponding figure for the Metropolitan Region in 2001 is projected at 2.27. The continued decline will not result from an increasing rate

of household formation as in the past but from the changing age structure of the population, i.e., as those in older age categories represent a larger share of the population, the average household size declines.

The decline in household size is better understood by examining the distribution of household sizes. (See Table A6.) The largest growth in households in Metropolitan Toronto is projected to take place amongst two-person (primarily family) households which will increase from 225 100 households in 1981 to 487 000 by 2011 - an increase of 261 900 households or double the 1981 level. The increase reflects the high rate of family formation, the increase in empty nesters and the increasing number of single parent families. One-person households will increase at a much slower rate from 196 200 in 1981 to 280 700 in 2011 - an increase of 84 500 households. Throughout the time period the three-person households will remain more or less constant. These changes in household size imply the potential for a significant increase in the demand for units suitable for smaller-sized households.

The total increase in one- and two-person households (346 400) is greater than the net increase in households between 1981 and 2011 (209 300 households). This anomaly is due to the fact that the increase in these two types of households will be partially offset by decreases in larger-sized households (4+ persons) which will decrease by 128 100 households during this period. That is, as family heads age and their children leave home, larger-sized families drop into the smaller-sized categories.

2.2.3 Aging of the Population

As the bulge of population representing the baby boom moves through the higher age categories, the age groups 0-14 and 15-24 will decline in size while those between 45 and 59 and those over 60 years of age will increase substantially (see Table A-7). Between 1981 and 2011, it is estimated that in Metro the population over 60 will increase from 318 400 to 614 900, an increase from 15% to 28%.

At present, seniors tend to remain in their homes as long as they are able to maintain them. Approximately 18 000 or 6% of owned single family detached and attached houses are currently occupied by one person over 60 years old while a further 53 000 or 16% of the owned units (detached and attached) are occupied by someone over 60 years old and living with at least one person over 60. **As the population ages, a large proportion of the ground related stock in the future will be occupied by one- and two-person elderly households, resulting in an underutilization of the housing stock and infrastructure.**

2.3 Housing Trends

In this section, past trends in completions, future housing requirements as well as market trends, will be discussed.

2.3.1 Past Completion Patterns

The following general patterns in residential completions have been observed since 1971 in the Toronto Region, as shown in Tables A11 and A12:

- Within Metropolitan Toronto there has been a marked decline in the number of residential units completed, mainly attributable to a decline in rental apartment production. (Completions averaged 21 000 units annually for the period 1971-1976, fell to 13 800 annually for the period 1976-1980 and 8 600 annually for the years 1981-1985).

- By contrast, completions in the Four Regional Municipalities have been fairly constant at 17 000-18 000 annually.

- Since 1971, the Four Regions have supplied most of the family housing produced in the Toronto Region. There has been a trend away from semi-detached and townhouses towards the single family home.

Within Metropolitan Toronto, the following patterns have been observed:

- As a result of the decline in apartment units and the relatively constant production of family units, family housing has come to represent an increasing proportion of completions, rising from 26% in the period 1971-1975 to 45% in the period 1981-1985. Apartments still represent the majority of units produced.

- Toronto's share of Metro completions has been increasing despite the lack of vacant land. Apartments have accounted for the majority of completions in Toronto over the past fifteen years.

- Both York and East York have accounted for a small proportion of total units constructed between 1971 and 1985, and construction has been primarily in the form of apartments.

- Completions in Etobicoke, representing 11% of Metro's total for the period 1981-1985, have been declining mainly as the result of a decrease in annual apartment completions. Over the past five years single family detached housing accounted for 54% of completions.

- North York's share of Metro's housing completions has fallen from a third in the 1971-1975 period to 19% for the period from 1981-1985. Throughout the whole period, apartments have represented the majority of all completions. Family housing has fallen from 2 200 units annually for the period 1971-1975 to 300 units for the period 1981-1985, reflecting the lack of vacant land.

- Except for the period 1971-1975, when apartments were the dominant form of construction throughout Metro, family housing was the major unit type completed in Scarborough. While Scarborough accounted for 43% of all Metro family completions for the period 1971-1975, this proportion has increased to 67% for the period 1981-1985, reflecting the fact that Scarborough is the only municipality with available (but diminishing) vacant land.

2.3.2 Future Housing Requirements

Estimates of the demand for additional housing in Metropolitan Toronto are based on estimates of the increase in the number of households from the demographic model. Thus, the change reflects not only additional households that are formed or come into Metropolitan Toronto, but also takes into account migration patterns of households leaving Metropolitan Toronto, especially going to the surrounding urbanizing areas.

The demographic projections are thus used as the best estimate of the potential or "latent" demand for housing. Obviously, there are some weaknesses in this methodology in that it reflects current tastes in housing preferences which could change if, for example, housing costs in Metro increased substantially (relative to house prices in surrounding areas). The demographic projections are also not a true reflection of demand, because more families would stay in Metro if affordable ownership housing were available.

Between 1981 and 2011, demographic projections indicate a demand of approximately 209 000 additional units in Metropolitan Toronto. Taking into account the 34 000 completions between 1982 and 1985, this results in an increase in the number of units required of 175 000 between 1985 and 2011.* It should be noted that this is a conservative estimate that does not take into account the additional rental units needed to achieve and maintain a healthier rental market with a 3-4% vacancy rate, i.e., approximately 16 000 additional units.** Nor does this estimate take into account the need to replace units lost through demolitions and conversions to non-residential uses. Currently, demolitions represent about 700 residential units annually, or 18 000 units

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* The increase in households using the demographic model is slightly larger than the increase based on the land use model quoted previously on page 13.

** This was based on 3% X number of rental units in 1985 assessment data (or 3% X 416 700) which equals 13 000. In addition, it is assumed that the current proportion of rental units of the total housing stock (.5089) will be maintained. This would require an additional (.5089 X 176 000) X .03 or 2 682 additional rental units.

between 1985 and 2011. This figure could increase as redevelopment becomes more important in all municipalities as a means of producing new housing. **If these additional factors are taken into account, this would increase the potential demand for housing to 209 000 units between 1985 and 2011.**

Based on the expected split between family and non-family households, there will be a demand for an additional 104 000 family units and 71 000 non-family units. It is estimated that the demand for additional housing units in Metropolitan Toronto will be spread over the 1985-2011 period as shown below in Table 2.

Table 2:

DEMAND FOR ADDITIONAL FAMILY AND NON-FAMILY UNITS*

	Family	Non-Family	Total
1985-1991**	58 400 (59.7%)	39 400 (40.3%)	97 815
1991-2001	33 500 (65.3%)	17 800 (34.7%)	51 306
2001-2011	12 000 (46.0%)	14 100 (54.7%)	26 100
1985-2011	**103 900 (59.3%)**	**71 300 (40.7%)**	**175 200**

* Based on Table A4 in Appendix. Total units required was based on (number of households in 2011, minus number of households in 1981) minus 34 000 units completed during the years 1982 to 1985 inclusively.

** The 1985-1991 family:non-family breakdown was derived by subtracting 34 000 units from units needed for 1981-1991 period and applying family:non-family proportions in the 1981-1991 period to the 1985-1991 total.

Until 2001, the largest share of the demand for additional units will be for family housing as the tail end of the baby boom enters the family formation stage. **However, as has been stated earlier, much of the demand from families will be from smaller sized households, especially childless couples whose housing needs could be satisfied with alternatives to the more traditional single or semi-detached home, such as condominium and rental apartments or rowhouses.**

The largest share of the demand will occur between 1985 and 1991 when 56% of the increase in family units and 55% of the increase in non-family units is projected to take place. This demand is evident in the shortage of rental accommodation today and rising Metro house prices. The growth in households, and hence the demand for additional units, becomes much more modest during the 1991-2001 period and slows down considerably during the period 2001-2011. However, the realization of the latter is dependent upon the pre-1991 demand being satisfied; otherwise, the shortage will be carried over.

The above demand for additional housing results in the average annual housing requirements shown on Table 3:

Table 3:

AVERAGE ANNUAL HOUSING REQUIREMENTS
METROPOLITAN TORONTO, 1981-2011

	1985-1991	1991-2001	2001-2011
Family	9 700	3 300	1 200
Non-Family	6 600	1 800	1 400
	16 300	5 100	2 600

The required 1985-1991 rates of housing production are above the average completions during 1976-1980 (13 800 units), and well above the average of 8 600 units over the past five years (1981-1985). (See Table A11.) These annual requirements do not include demolitions and the need for additional rental units to achieve a healthier rental market.

2.3.3 The Character of the Demand for Housing

Market Segmentation

Housing tastes and demand not only influence the housing supply as builders try to respond to market preferences but are also affected by supply. There are indicators in today's market of changing attitudes towards housing, suggesting a need for a wider range in housing choices. For example, the high cost of freehold housing in Metro is encouraging many households toward the more moderately priced condominium market. Consequently, municipalities and housing developers should try to ensure the range of housing available fits the increasingly segmented housing market.

Size and Type of Unit

From the demographic trends discussed above, the bulk of demand in Metro will be from smaller-sized families, many of whom will be couples without children in their household. It can be assumed that most of such households will continue to prefer to purchase a single detached home. For example, a survey of prospective urban Ontario family purchasers in 1984 showed that 90% of those under the age of 55 years desire a single family home; only 4-6% said they would consider purchasing a condominium.[2] Nevertheless, because the bulk of the demand for family housing will be from two-person family households where both spouses work, it is also conceivable that well designed condominiums in easily accessible locations at high and medium densities would also offer an alternative to two adult households. Grade related infill projects located in existing neighbourhoods within Metro might also provide alternatives to single family homes when the latter are increasingly available only at greater commuting distances.

In the absence of changing tastes, the housing market in Metropolitan Toronto will have a hard time meeting the needs of the projected growth in family households. However, the fact that the majority of families also stated a preference for a resale home provides a source of optimism. Metro Toronto has a large resale market, and this market will likely be greater as the population ages. Furthermore, if greater efforts are made by government and the housing industry to meet the housing needs of "empty nesters", more housing would be available for young families with children who otherwise find it necessary to move outside of Metro to purchase a home.

As has been pointed out, much of the growth in two-person family households will be due to the increase in empty nesters. Despite evidence to suggest that such households have a strong attachment to their homes and neighbourhoods, a number of condominium developments have been marketed successfully to this group. In addition, older buyers prefer a smaller home than younger families and also prefer a house on one level. Thus, couples whose children have left home might consider moving to smaller bungalows or to condominiums located near their neighbourhood and in a similar (or lower) cost range as their family home.

The other group to show a major increase will be one-person households. The growth in this household group will be derived mainly from young singles entering the housing market on the one hand, and elderly singles whose spouses have died. Separated and divorced households will also contribute to the demand in this group. **One rather striking feature over the projection period is the increase in elderly (70 years plus), non-family households growing from 51 000 in 1981 to more than twice that number by 2011 (116 000).**

Most of the single person households entering the market will be satisfied with a smaller rental unit in an accessible location. Increasingly, however, single persons are entering the home ownership market. This phenomenon has been particularly evident in the last 12 months when it was estimated that close to 25% of all home buyers in the Toronto area were singles.[3] This is atributed to the marketing of small, moderately priced condominiums (under $100 000) in the Central Area which were targetted primarily to this group, as well as to the fact that the peak of the "baby boom" generation are in their late twenties and mid-thirties. Many people in this group are fairly affluent professionals who are attracted to central area projects by the recreational amenities, location and the opportunity to acquire equity in real estate.

Finally, the increase in the elderly singles also suggests the need to build appropriate alternatives to meet the needs of this group - both rental and ownership units within higher density buildings with social and recreational amenities or in retirement communities.

Tenure

Based on current tenure patterns for various age groups, **it is estimated that as much as 70% of the demand for housing in Metropolitan Toronto between 1981 and 2011 will be for owned units, i.e., for 150 000 owned units, primarily from family households.**[4, 5] (See Table 4.) After deducting the estimated 19 400 ownership housing units which were completed between 1982 and 1985, **this will leave 130 600 ownership units to be completed between 1985 and 2011.** Because this estimate is based on present ownership rates, these rates could change due to the high cost of home ownership. The demand for 130 600 ownership units would require 5 000 additional units per year, a figure below the annual rate of production of single detached, semi-detached and row housing of 4 000 units per year over the five year period 1981-1985. Furthermore, this level is likely to decline as it becomes more difficult to develop smaller parcels of vacant land. Due to the limited supply of vacant, undeveloped land for producing traditional ground-related family home, the demand for ownership housing will increasingly have to be met through medium and higher density condominium projects as well as infill projects. Condominiums have been built at the rate of 1 500 units per year over the same period, although many are oriented to singles and would not satisfy the demand for family housing.

The demand for additional rental units for the period 1981-2011 is estimated at 60,000 units. Since 1981, an estimated 14 800 private and social housing rental units have been completed in Metro Toronto, leaving a demand of 45 200 for the period 1985-2011. The 45 200 rental units required would have to be produced at an average rate of 1 700 units per year. Allowing for a 3% vacancy rate in the existing and future apartment rental stock suggests a further shortfall of about 16 000 rental units, or 600 annually, for a total of 2 300 units annually. Whether or not this number of units will be produced will be influenced by economies of the rental market.

This level of production is above the current production of 1 100 private rental units annually (over the past five years), but within the level of production of private and social housing units of 3 200 over the past five years. It should be noted that these calculations have not taken into account the loss of rental units due to deconversion to single family homes and conversion of rental units to condominiums.

Table 4:

ESTIMATED OWNERSHIP REQUIREMENTS 1981-2011

Age Group	1981 No. of Households	1981 Owned Units	1981 Propensity to Own	1991 No. of Households	1991 Owned Units	2001 No. of Households	2001 Owned Units	2011 No. of Households	2011 Owned Units
15-19	4 755	220	4.6	2 392	110	2 457	113	1 964	90
20-24	47 245	4 250	9.0	30 615	2 755	23 645	2 128	23 632	2 127
25-34	181 390	59 175	32.6	201 537	65 701	138 427	45 127	126 506	41 240
35-44	144 760	83 240	57.5	200 359	115 206	225 213	129 497	158 848	91 337
45-54	141 485	97 475	68.9	139 351	96 013	190 423	131 201	218 081	150 258
55-59	68 890	46 910	68.1	67 867	46 217	68 580	46 703	93 891	63 940
60-64	53 315	34 060	63.9	69 627	44 492	62 673	40 048	87 494	55 909
65-69	47 475	27 575	58.1	66 869	38 851	65 761	38 207	68 527	39 814
70+	87 275	42 640	48.9	130 374	63 753	182 975	89 474	207 392	101 415
TOTAL	776 590	395 570	51.0	908 991	473 098	960 154	481 501	986 335	546 130

Source: 1981 Census - Special Reports Nos. 5 and 6 for Metropolitan Toronto Planning Department and projections from Planning Department

Table 5:

PERCENTAGE OF COMPLETIONS BY TYPE OF DEVELOPMENT METROPOLITAN TORONTO, 1976-1983

	Subdivision		Infill		Redevelopment		Total
Toronto							
Singles/Semis			30%				
Row			37%		5%		
Apartment			33%		95%		
Total			100%	(22%)	100%	(78%)	(100%)
East York							
Singles/Semis			92%				
Row			8%				
Apartment			-		100%		
Total			100%	(62%)	100%	(38%)	(100%)
York							
Singles/Semis	100%		90%		1%		
Row			10%				
Apartment					99%		
Total	100%	(1%)	100%	(4%)	100%	(95%)	(100%)
Inner Three	-		**19%**		**81%**		**(100%)**
Scarborough							
Singles/Semis	44%		28%		13%		
Row	22%		9%		13%		
Apartment	34%		63%		74%		
Total	100%	(85%)	100%	(12%)	100%	(3%)	(100%)
North York*							
Singles/Semis	23%		43%				
Row	6%		43%		14%		
Apartment	71%		14%		86%		
Total	100	(72%)	100%	(7%)	100%	(21%)	(100%)
Etobicoke							
Singles/Semis	30%		46%		-		
Row	4%		44%		2%		
Apartment	66%		10%		98%		
Total	100%	(76%)	100%	(6%)	100%	(100%)	
Outer Three	**80%**		**10%**		**10%**		**100%**

Footnote: Based on estimates provided by area municipalities. Since all completions were not always accounted for, percentages have been used rather than numbers. Breakdown in most cases is a rough estimate only.

* Includes developments classified as initial development, i.e., development on raw land, though not necessrily through a plan of subdivision.

2.4 Completions by Development Classification - 1976-1983

Metro Trends

During the course of this study, completions for the period 1976-1983 were examined to determine what proportion had been undertaken through the development of raw land, infill or redevelopment. Staff from area municipalities provided estimates of completions by unit type under various categories. (See Table 5.)

The trends are not surprising. In the inner three municipalities, redevelopment accounted for the majority of completions (80%) while in the outer three municipalities, 80% of completions were undertaken through new development, mostly subdivisions. Redevelopment in these municipalities ranged from a low of 3% in Scarborough to a high of 21% in North York and 18% in Scarborough. Infill accounted for close to a fifth of all units in the inner three municipalities, but this figure dropped to 10% in the outer three municipalities.

As vacant land becomes scarce, some developers turn to redevelopment and infill. Others take their operations to areas where vacant land is available. However, because of the more limited opportunity for infill development, this option can be expected to yield a smaller proportion of new housing completions than redevelopment.

City of Toronto

A more detailed analysis of completions was undertaken using data provided by the City of Toronto Planning and Development Department. Completions were categorized as redevelopment or infill using the Land Use File. Demolitions were substracted from completions to arrive at net additions to the housing stock. The results of the analysis are shown on Table 6.

Between 1976 and 1983 infill accounted for 20% of net additions to stock in the City of Toronto and redevelopment for 80%. Although infill is more popular within the City of Toronto than in other municipalities in Metro, its contribution to net additions, while significant, is dwarfed beside additions due to redevelopment.

The most popular house form completed through infill was row housing which accounted for 37% of net infill additions. Approximately a third of infill completions were singles or semis while over a third were apartment units. Infill projects, thus, span a variety of unit types although row housing and apartments are the predominant form.

Not surprisingly, given the definition of redevelopment shown on Table 6, almost all units completed under this category were apartments with only a small fraction as row housing. The "other" category which was mostly mixed residential uses not categorized as apartments accounted for 15% of all units.

For both infill and redevelopment in the City of Toronto, fewer than 1 000 units were demolished in the process of developing approximately 18 000 new units. The number of units lost as a result of infill was actually twice as large as the number lost to redevelopment.

2.5 Summary and Conclusions

Over the next 26 years, Metropolitan Toronto will experience a slight population increase, accompanied by a significant increase in the number of households (175 000), particularly one- and two-person households. With no growth, the population will be aging with an accompanying slow growth in the labour force. By 2011, persons over the age of 65 will account for 21% of the population (463 500 persons) compared to 11% in 1981.

During that period there will be a demand for approximately 209 000 new housing units in Metro. Almost half of this demand (97 800 units) occurs in the next five-year period, i.e., 1986 to 1991. The number of units required falls by approximately 50% in each subsequent ten-year period (51 300 between 1991 and 2001, and 26 100 between 2001 and 2011). In addition to the 175 000 units required to house the projected increase in households, it is estimated that an additional 34 000 units will be required to replace demolitions and to achieve a 3% vacancy rate within the rental stock.

The mix of unit types required to satisfy market demand will change over the 26-year period. As the post-war baby boom continues to enter the family formation stage, this will create a demand for additional ground related housing until about 1995. This demand has been and will continue to be felt throughout the Toronto Region. As a result, the number of households can be expected to increase at a faster pace than the population. Over the coming years it is anticipated that much of the growth in family households within the Toronto Region will locate outside of Metropolitan Toronto.

Approximately two-thirds of the total demand will be for ownership units.* Within Metro, much of this demand will come from two-person households who will find it increasingly difficult to find a traditional freehold home in Metro. As only a portion of this demand can be accommodated through the resale market or limited new development, other alternatives such as easily accessible, medium-density condominiums or infill projects could provide an alternative to lower priced, more spacious single family homes located outside of Metro.

As the population ages, Metro's family housing stock will be increasingly occupied by empty nesters, resulting in low occupancy rates in suburban neighbourhoods designed and built with the social and physical infrastructure to house a higher population, particularly families with children. A concerted effort will be required by all levels of government and industry to ensure that appropriate alternatives exist to house older empty nesters. Suggested alternatives include smaller units, perhaps as infill projects in residential areas, or condominiums located adjacent to residential areas. In addition to appropriate design, such housing must also be affordable and provide an acceptable alternative to traditional single family ownership, e.g., equity or non-profit co-operatives. Other alternatives such as conversion and homesharing would also help to increase occupancy levels.

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* The two-thirds ownership figure is based on the total 209 000 less the 18 000 for replacement (for which rental:ownership proportions are hard to determine) for a total of 191 000 units. The 130 000 ownership units (from page 18) divided by 191 000 equals 68.1%.

The demand for rental accommodation will increase at a slower rate than in the past and much of the future demand will be derived from the elderly. This lower demand could change as home ownership becomes less affordable in Metro and more households continue to rent. The current low vacancy rates and low levels of rental protection means that the critical shortage that currently exists in the rental housing market is likely to continue for some time.

Table 6:

INCREASE IN UNITS THROUGH REDEVELOPMENT AND INFILL, CITY OF TORONTO, 1976-1983

	Infill				Redevelopment			
	Increase	Loss	Net Change	(%)	Increase	Loss	Net Change	(%)
Detached House	336	-110	226	(6.7)	8		8	(-)
Semi-detached	828	-164	664	(19.8)	30		30	(.2)
Row/townhouse	1 436	-157	1 279	(38.0)	629		629	(4.6)
Apartments*	1 254	-127	1 127	(33.5)	11 442	-249	11 193	(80.7)
Other**	68		68	(2.0)	2 011	-2	2 009	(14.5)
Total	3 922	-558	3 364 (19.5%)	(100.0)	14 120	-251	13 868 (80.5%)	(100.0)

Data provided by special runs from the Policy and Research Division, City of Toronto, Planning Department.

Definitions: A development was defined as redevelopment if the previous use was non-residential and the current use residential, or if the previous use was residential with less than 5 stories and the current use more than 4 stories. A development was defined as infill if the current use was residential and the proposed use was not described above.

* Includes multiplex buildings, apartments, apartments with mixed use.

** Other mixed residential uses, dormitories, nursing homes.

3.0 REGIONAL PLANNING ISSUES

3.1 Live/Work Relationship

Because of residential patterns described in the previous chapter, Metro's resident labour force will decline during the next twenty-five years as its population ages and as young family households move outside of Metro. During the same period the labour force in the Four Regions is expected to almost double.

While it is expected that over 70% of employment growth in the Toronto Region will take place outside of Metropolitan Toronto between 1981 and 2011, employment within Metro is expected to grow by 200 000 during this time period.

In the future, there will be an increasing imbalance between jobs and resident labour force in Metro. Between 1981 and 2011, employment in Metro is projected to increase from 1 240 000 to 1 485 500 jobs with the largest increase taking place in office employment. Despite the projected increase in employment outside of Metropolitan Toronto, commuting into Metro is expected to show both a gross and a net (i.e., in-commuting minus out-commuting) increase between 1981 and 2011. Trips per day into Metro are expected to double between 1981 and 2011, while the net flow into Metro is projected to increase from 115 900 in 1981 to just over 300 000 trips by 2011[1]. These figures indicate increased congestion on Metro's roads and transit facilities as well as longer individual journey-to-work trips.

One of the objectives of the Metropolitan Official Plan is to provide increased opportunities to live close to one's place of work. It is evident from current and expected residential, population and employment patterns that, on the contrary, many people will travel further and further to satisfy their housing and work aspirations. Policies to encourage residential intensification would increase opportunities for those working in Metro to live there. If housing intensification is not accepted within Metro, people and governments will find other means of minimizing the journey to work.

One such alternative of improving the live/work relationship is to encourage jobs to locate in greater numbers in the surrounding Regional municipalities close to where population growth is projected to occur. This would result in a stable or declining commercial and industrial tax base in Metro and, consequently, higher residential taxes to meet future needs for improvement in services or, alternatively, a lower standard of services in the future. These two choices (residential intensification within Metro or decentralization of more jobs outside of Metro) are a major and fundamental issue affecting the way Metro residents live and the way development is permitted. While it is inevitable and in many ways desirable that more housing development outside of Metro proceed, nevertheless, it is of greater advantage to the Metropolitan community that the total amount of commuting into Metro be reduced through Metropolitan accommodation of a greater portion of its own employment.

3.2 Metro's Economic Growth

While it can be expected that much of the Toronto Region's economic activity will occur increasingly outside of Metro, Metro will still capture a large share of that growth, especially in the office sector. Congested travel conditions and inadequate housing could jeopardize that growth, however, should firms decide to locate in more auto-oriented locations outside of Metro closer to the growing labour force. A substantial amount of office growth which would otherwise locate in the central area and subcentres, would then develop in such dispersed locations.

Given that much of Metro's future economic growth is expected to be tied to the service sector, especially, "office" growth, such consequences could undermine Metro's growth in commercial tax assessment base. A decline in Metro's economy would likely have negative effects on the regional economy.

Thus, an improved live/work relationship makes sense not only from a planning perspective but also from an economic and financial point of view.

3.3 Infrastructure

As a built-up urban centre, Metropolitan Toronto has large investments in the municipal infrastructure - in both "hard" services such as roads, transit and water and sewereage systems as well as in "soft" services such as schools, parks, community centres, day care centres and hospitals. The physical infrastructure in Metropolitan Toronto can support in excess of 2.5 million people - well above current and projected population levels. A significantly smaller and aging population will, therefore, result in an inefficient use of public investment in the existing infrastructure and duplication of these facilities in the developing Regional Municipalities surrounding Metropolitan Toronto.

The most obvious example of underutilization of public facilities occurs in relation to the public school system. As a result of the post-war baby boom , there was a rapid expansion of school facilities within Metro. New suburban schools were constructed and many older schools renovated or rebuilt. Now, 20 years later, many of these suburban schools are facing declining enrolments and possible closings. The hardest hit municipalities are Etobicoke and North York which have closed between twenty and thirty schools (mainly at the elementary school level), and Scarborough could be closing one or two schools per year in the future due to declining enrolments.

In contrast to the situation in Metro Toronto, the Boards of Education in the surrounding Regions are experiencing high levels of demand for new school facilities. For example, in the public and separate school systems there are approximately 352 portables in the Region of Durham (the equivalent of over 20 schools), and there are close to 400 portables in the Region of York. Hence, large expenditures on schools will be required in the Regions while schools within Metropolitan Toronto are underutilized.

In Metropolitan Toronto, all but the north-east sector of Scarborough is served by an extensive water and sewage network which feed to four treatment plants and four water purification plants. Improvements to the system will be required to serve the anticipated population and there is an ongoing sewer separation program in the older developed areas of Toronto, Scarborough, York and East York. However, improvements to the water and sewage system in Metro require

a considerably lower public investment than would be required to duplicate these facilities to accommodate a similar population in the surrounding regional municipalities.

Population intensification within Metropolitan Toronto is also of benefit to the transportation system. Comprehensive studies of rapid transit facilities have been undertaken recently by the Planning Department and the Toronto Transit Commission to evaluate the need for future facilities. Through the report "Network 2011: A Rapid Transit Plan for Metropolitan Toronto", expansion of transit facilities to meet future demand within the downtown core and to encourage the development of suburban sub-centres has been recommended. Metropolitan Council has adopted an official plan amendment to permit the needed expansion of the rapid transit system. Even without these improvements, Metro contains a very extensive transit service combining subway, light rail, street cars, and buses. Moderate population increases along the transit routes would help to improve the potential level of service and the economics of the transit system. Furthermore, the marginal cost of improving the transit system to serve an increased population in Metro (due to intensification) is lower than the marginal cost of providing new infrastructure to provide additional commuter facilities for residents living outside of Metro in less densely populated areas.*

Studies of the arterial road system and GO Transit are also underway. Current evidence indicates increasing in-commuting. While the need to accommodate in-commuting is accepted, measures which increase the opportunity for better live-work relationships should be explored.

One could detail at length the very great capital and human resource investment in Metro in such facilities as hospitals, community centres, parks, municipal buildings, etc. The conclusion of such detailing tends to confirm that obtaining a higher population level in Metro would result in a more efficient and effective use of those facilities. It should also be kept in mind that a high proportion of

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* Marginal cost would be the cost per additional transit trip.

the taxes needed to provide infrastructure to serve the dispersed pattern of development that is occurring, given current trends, are borne by the taxpayers of Ontario, not just local municipalities.

Conversely, as noted the Metropolitan community has the option to choose a less dense pattern of residential development which implies higher levels of taxation in the future to pay for the costs of improvements to the public infrastructure.

3.4 Regional Housing Issues

The above discussion reflects the interrelationship between major factors in urban development in a regional planning context. The availability and distribution of housing is not only affected by the structure of the population but, in turn, affects the population structure and accompanying availability of labour. Where people live relative to jobs has further implications for commuting and transportation infrastructure costs and the economic well-being of Metro and the Region as a whole. Any policy interventions need to take these inter-relationships into account.

The high cost of housing, especially ownership housing, is a major factor in the high rate of migration of family households outside of Metro. As Metro's population ages, **a substantial portion of the family housing stock will be underutilized while heavy demands will be placed on the surrounding Regions to provide such housing.** It would be more desirable to strive for a better match between housing units and household types as Metro's population ages. Obviously, this ought to be accomplished only through positive incentives and the development of desirable alternatives for older homeowners and does not imply that people should be forced out of their homes. Furthermore, because the infrastructure in Metro is capable of supporting a population much larger than that which is projected, efforts should be made to increase the housing stock through infill conversion and redevelopment, thereby providing needed rental and ownership housing units.

Various options for residential intensification are discussed in more detail in the following chapter. Through efforts to ensure a good match between households

and housing and through the provision of increased housing to meet the potential demand for housing in Metro, this would meet the dual objectives of a better utilization of existing and planned infrastructure (both in Metro and the surrounding Region) and improvement to the live/work relationship.

4.0 SUBDIVISION

4.1 Introduction

The 1950's and 1960's represented a period of rapid urban growth in Metropolitan Toronto as vacant tracts of land beyond the urbanized core area were transformed into suburban residential communities. Indeed, a major impetus for the creation of Metropolitan Toronto was the need to service suburban land located mainly in Etobicoke, Scarborough and North York and to ensure its orderly development.

The importance of the subdivision process is indicated by the fact that of 25 000 hectares (62 000 acres) of vacant residential land in Metropolitan Toronto in 1958,[1] only 2 200 hectares (5 500 acres) were still available in 1977 and this had been reduced to about 1 250 hectares by 1985.[2] As the supply of vacant residential land in Metropolitan Toronto diminishes, the development industry carries on the process of developing raw land outside of Metro. Within Metro, subdivision becomes less and less significant as a housing development process.

4.2 Trends in Units Produced

Between 1977 and 1984 about 24 000 units were provided through the subdivision process, representing close to a third of all units produced. This represents an annual average production of 3 400 units through subdivisions. (See Tables A13.)

Since 1977, most subdivision activity on parcels greater than 2.0 hectares has taken place in Scarborough which has accounted for 69% of land on registered plans of subdivision in Metro. North York and Etobicoke have accounted for smaller shares of subdivision activity (12% and 15% respectively) with virtually no activity in the developed inner municipalities of Toronto, East York and York.

Ground related housing has accounted for the majority of registered units - about two-thirds of the total. There is a trend towards the single family house which accounted for 34% of all units registered for the period 1977-1981 but climbed to

Recent subdivision development in Metropolitan Toronto.

44% for the period 1981-1984. Semi-detached units have declined from 16% to 10% over these two time periods while townhouses and multiples have declined from 17% to 14%.[3]

Apartment units have remained more or less constant at about a third of all units in registered plans of subdivision during these two periods. However, 2 300 units (just over a half of apartment units on registered plans between 1977 and 1981) have not yet been constructed. This resulted from the unease of developers regarding rental production following the introduction of rent control, fluctuating interest rates during that period and a downturn in the condominium market at that time.

Because of the high cost of land in Metro, new houses tend to be produced on narrower lots (35 feet or less wide) than in the surrounding regions. In contrast, at least half the lots produced outside of Metro are 50 feet or more wide.[4]

4.3 Metropolitan Toronto's Density Policy

The Official Plan adopted by Council in 1980 included a provision that subdivisions exceeding two hectares have a minimum net density of 37 units per hectare (15 units/acre). (Section 7.B.7) This policy was introduced to encourage more efficient use of the remaining vacant land in Metro through the construction of a variety of housing types within new subdivisions. After requests for Ontario Municipal Board referral, the policy was deleted in 1981 based on a conclusion by the Planning Department that the general statements in the Official Plan were sufficient to express the intent of the Metropolitan government to achieve higher residential densities.

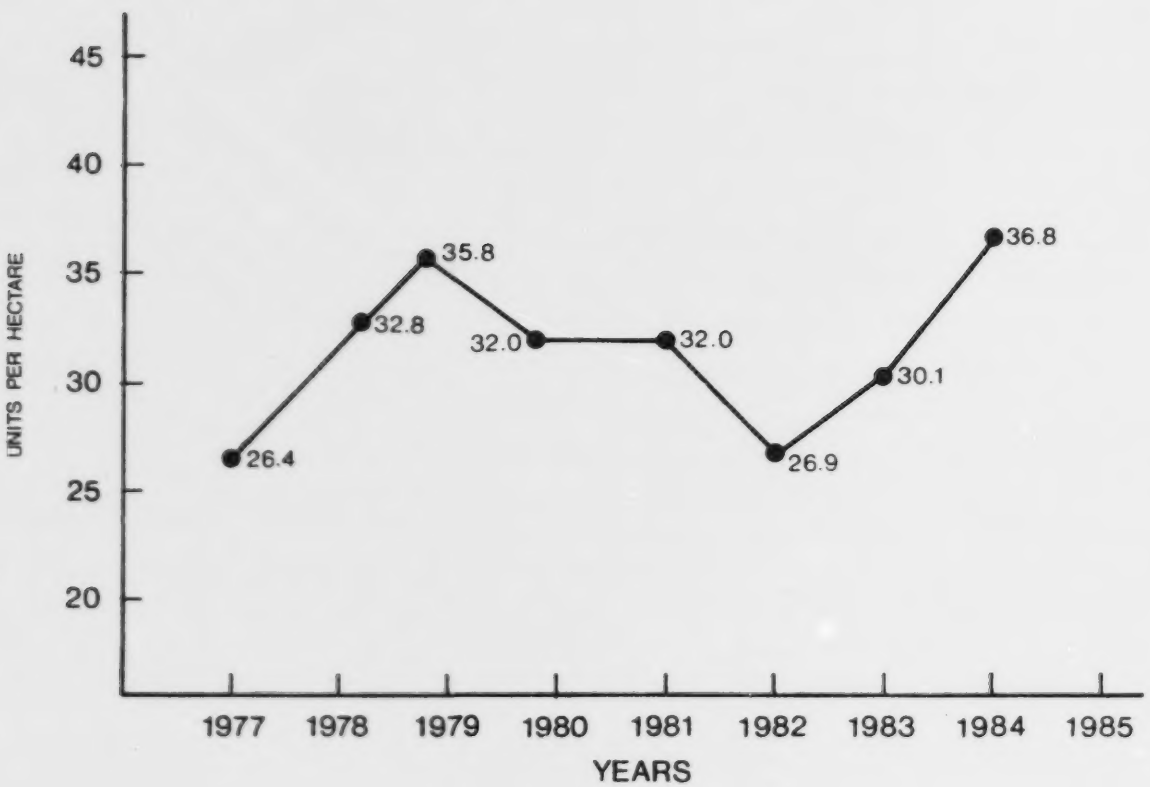

FIGURE 2:
NET RESIDENTIAL DENSITIES IN REGISTERED PLANS OF SUBDIVISION, METROPOLITAN TORONTO, 1977-1984

M.T.P.D. APRIL, 1986

Figure 2 provides a graph of densities in registered plans of subdivision. Since 1971 the density has fluctuated between a low of 26 units/hectare (10 units/acre) to a high of 37 units/hectare (15 units/acre). The density in subdivisions did initially decline in 1982 after the density policy was rescinded; however, it has been increasing steadily since then. In 1984 registered plans of subdivision in Metro had a density of 37 units/hectare - the same density proposed in the original policy. This density was achieved despite the fact that 50% of the units registered in 1984 were singles. Thus, high land prices are resulting in more efficient land use patterns even in the absence of the minimum density requirement. However, there has tended to be less variety in the housing types provided on recent plans of subdivision. Small lot development on streetscapes dominated by the projecting garage raised the average density, but the need for attached dwellings and apartments was inadequately met.

4.4 Potential Development

In 1977 the Planning Department undertook an inventory of vacant residential land. That study identified 544 sites containing 2 215 hectares (5 475 acres) of vacant residentially designated land. It is estimated that by 1985 there were only 1 250 hectares (3 090 acres) of vacant residential land in parcels of 2 hectares (5 acres) or more in Metropolitan Toronto. A number of these sites are the subject of a subdivision application at various stages of approval.

The table on the opposite page indicates the location and distribution of vacant land (greater than 2 hectares) in Metro. Only Scarborough has a substantial amount of vacant land, accounting for 85% of the total. Most of this land is located in the northern and eastern sections of Scarborough.

It is difficult to estimate how long this supply will last. However, based on the average number of residential hectares that have been registered in Metro since 1979, (122 hectares) this supply could last up to ten years.[5] At the same time, however, most new subdivision development is occurring outside of Metro in what now constitutes the "new suburbs" of the Toronto Region.

Table 7:

ESTIMATED VACANT RESIDENTIAL LAND IN METROPOLITAN TORONTO, 1985*

Municipality	Site Area (hectares)	(acres)	
Etobicoke	119	294	9.5%
North York	73	180	5.8%
Scarborough	1 059	2 617	84.7%
	1 251*	3 019*	100.0%

* excludes vacant sites less than 2 hectares (5 acres) in area, as well as lands in north-east Scarborough identified on the Official Plan as a special study area.

It is estimated that the supply of vacant residential land that was available in 1985 could generate 36 000 additional residential units. Given the projected demand of about 209 000 new units in Metro between 1985 and 2011, the provision of housing through subdivisions will provide for only about 17% of the projected new dwelling requirement.

4.5 Conclusions

Because of the small amount of vacant residentially designated land that remains within Metro, relative to the supply that exists in the surrounding Regions, the high level of emigration of newly formed families to new subdivisions outside of Metro can be expected to continue, and will vary only to the degree that economics and new policy initiatives affect it. Only about 17% of the projected demand for additional units within Metro can be provided through development of raw land located almost exclusively in Scarborough. As a result a higher acceptance of other means of providing additional residential units such as

redevelopment, infill and conversion will be needed to ensure accommodation for Metro's future population.

The rising cost of land appears to be resulting in a more efficient use of the remaining vacant residential land at levels of density envisioned in the minimum density policy. The continued emphasis on the single family home in residential development, however, may be resulting in a less than desirable neighbourhood streetscape and, at the same time, the need for attached and apartment units as part of new suburban communities is not being met through the subdivision process.

5.0 CONVERSION

5.1 Background

Conversion refers to the process of increasing the number of households that can be accommodated in a grade-related dwelling with or without physical alterations or additions to the structure. In the context of this discussion we are also including the alteration of non-residential buildings to accommodate dwelling units.

Until the widespread adoption of zoning by-laws in the 1950's the recycling of housing to accommodate the changing demands of an urban population was an accepted phenomena. Rosedale, the Annex and Cabbagetown (to mention a few) moved from exclusively single family occupancy to a mix that included rooming houses and flats. In addition to areas where widespread change occurred, there was also a substantial geographical scattering of converted units. More recently the balance in these areas has again shifted to single family housing and luxury apartments.

This cyclical process has tended to be one of displacement as housing which satisfied the lifestyle of a particular socio-economic group was taken over by newcomers who either converted a single-family dwelling to flats or deconverted the same type of dwelling to a single-family home.

There tended to be a constant shift in the availability of converted units in the rental market in response to the need for additional space or income by individual homeowners. **However, during the affluence of the 60's and 70's the number of subsidiary units removed from the rental stock far exceeded the number created.** Residential conversion still occurs but in much smaller numbers and in many instances it is undertaken illegally, in contravention of zoning by-laws.

Conversion of non-residential buildings for residential use has been much more sporadic. The most common instance has been the use of old warehouse or

industrial buildings in the Central Area for artists studios and living quarters with a slow spread of new units to accommodate others attracted by a residential concept which is "trendy".

The potential for more intensive use of existing structures should be re-examined, given recent demographic and economic trends:

- **the reduction in the rate of construction of new rental accommodation over the last ten years has created a serious shortage in the market** and production is lagging behind demand;
- despite the reduced interest rates, **home ownership is beyond the means of about 70% of tenant households in Metro** and is more expensive than in the adjacent regions; in addition, the older stock often requires expensive modernization; **for potential purchasers, the ability to add an extra unit to help defray costs would be an incentive to locate in Metro and would have the effect of increasing the rental stock with little or no expenditure of public money;**
- **the senior levels of government have expressed a clear interest in finding a more economic means of increasing the rental stock.** Recently the Province introduced the Convert-to-Rent program to create additional units in existing structures; the Federal Residential Rehabilitation Assistance Program (R.R.A.P.) is offering assistance to owners of rooming and boarding houses in Metro Toronto who wish to improve their properties;
- **an increasing number of school buildings in Metro are vacant** or underutilized and decisions must be made concerning their retention or reuse;
- **declining occupancy rates of low density housing is resulting in underutilization of neighbourhood facilities;** this trend is projected to continue during the next 25 years;
- older industrial buildings are frequently obsolete and subject to a comparatively high vacancy; depending upon the location of such sites to residential and commercial areas, the opportunity for residential and mixed use development is an alternative.

In 1983, a Study of Residential Intensification and Rental Housing Conservation was prepared for the Ontario Ministry of Municipal Affairs and Housing and the Association of Municipalities of Ontario. The eleven volume report by a group of five consulting firms, reviewed in depth the potential for residential conversion. Since data on estimated costs, internal redesign of space and other general aspects of conversion are readily available from those reports, this discussion will concentrate primarily on application to Metropolitan Toronto.

The subject of conversion arouses strong feelings both for and against, from those who perceive themselves to be affected by any broadening of regulatory measures or encouragement of the activity. Before examining those attitudes **it is useful to determine whether any significant proportion of property owners would be interested in taking advantage of increased opportunities.**

5.2 Potential Converters

Several recent surveys have been carried out in Ontario, funded by the Province (Ministry of Housing). The most recent (as yet unpublished) was a telephone survey to identify homeowners who had constructed additional units in their homes, whether legally or illegally.

An interesting **profile of 'converters' emerged. They tended to be middle income professionals with a median income of $35 000** (73% earned over $25 000). Forty-eight percent were families with children and a significant number of these were single parent families or first time homebuyers. Of those who bought already converted units, 63% were families with children and 44% were first time homebuyers.

An analysis by age of household head of those who had provided an additional unit in their dwelling indicated that this activity is concentrated in the 25-44 year age groups. Of the sample surveyed, 75% were in that age range, with a fairly even split among other groups as follows on Table 8.

Table 8:

HOUSEHOLDS WHICH UNDERTAKE CONVERSION
(By Age of Household Head)

Age	Percent
Under 25	5%
25-34	35%
35-44	40%
45-54	10%
55-64	5%
65+	5%

It is noteworthy that persons over 45 were less likely to have converted their houses. These groups **(the so-called empty nesters and seniors) have the lowest occupancy rate and potentially the largest amount of excess space. However, the 45 to 64 age group is also most likely to have paid off their mortgage and be in the years of peak earning. The need for additional income, the most obvious reason for creating an additional unit, is least likely to be a factor for this group.**

Retired homeowners are most likely to be experiencing a decline in the purchasing power of their income. The Metropolitan Assisted Housing Study[1] indicated that 17% of elderly homeowners have difficulty meeting their housing costs. We can only speculate that a reluctance to undertake what is perceived as a complicated task discourage them from renting unused space which would augment their income and provide the reassurance of other people close at hand, or else that incentives are required in order to make it feasible.

Not only are the elderly unlikely to convert their unused space, they are equally reluctant to move. In response to the survey which formed the basis for the Metro Assisted Housing Study, only 14% of elderly homeowners indicated that they sometimes consider moving into new accommodation and less than 1% stated a desire to move out.

Table 9:

TYPE OF OWNER HOUSEHOLDS IN GROUND-RELATED DWELLING UNITS IN METROPOLITAN TORONTO (AGE OF HEAD 25-45)

	Single Parent Family	Two Parents With Children	Two Partners With No Children	Single Person Household	Total
Toronto	3 672	12 651	11 129	9 330	36 782
York	940	4 170	2 997	1 772	9 879
East York	821	2 419	2 408	1 620	7 268
Etobicoke	2 345	8 844	6 424	3 031	20 643
North York	3 319	13 549	8 392	5 396	30 656
Scarborough	2 926	17 461	14 050	5 328	39 765
Metropolitan Toronto	14 023	59 094	45 400	26 477	144 993

Source: Housing Data Bank (1984)

Metropolitan Toronto Planning Department Research Division July 1985

Incentives should be considered which would encourage elderly homeowners to occupy a unit more suited to their space needs and financial capabilities without forefeiting the security of home ownership. This could be either a smaller space within their present homes, a 'home-share' arrangement or a condominium in or near their own neighbourhood. There is already evidence in Metro of a demand for condominiums by empty nesters, particularly when the units are within a familiar neighbourhood, but in close proximity to community facilities, particularly transportation.

On the basis of the survey the group most likely to create an additional unit were households in the 25-44 year age range, and the most frequently cited reason was the opportunity to obtain additional income. Table 9 indicates the number of households by type in ground related housing (singles, semis and row houses) in Metro where the household head is aged 25-45 years. Single parent families, single person households, and first time home buyers may be assumed to be the groups most likely to require additional income for home maintenance.

Almost 40% of the ground related housing in Metro is owned by persons under 45 years of age, the group which has the greatest inclination to create subsidiary units. (See Table 10.) A further 42% is owned by "empty nesters" (approximately 45 to 64 years old) and the remainder by seniors over 65 years of age. Although they do not constitute a majority of homeowners, **households under 45 years occupy such a sufficient proportion of the stock that it is reasonable to expect a significant number of additional units to be provided if incentives were available.**

The 1983 provincial study on intensification previously mentioned, surveyed homeowners to determine whether they would consider renting a room or creating a separate apartment in their homes. Twelve percent (1 in 8) indicated a willingness to do so and the largest proportion in the Metro area were recent homebuyers or empty nesters. The age groups who were positively disposed toward conversion is slightly different than that uncovered during the telephone survey. However, it does indicate interest in providing accessory apartment exists among Metro homeowners.

Table 10:

OWNER-OCCUPIED UNITS BY AGE OF HEAD AND STRUCTURE TYPE, METROPOLITAN TORONTO, 1984

Structure Head	Age of Head					
	Under 35	35-44	45-59	60-64	65+	Total
Single Detached	45 019	40 247	79 585	26 732	48 351	239 934
Single Attached	18 950	15 134	22 316	5 523	9 983	71 906
Row Housing	4 022	2 324	2 430	354	325	9 455
Total	67 991	57 705	104 331	32 609	58 659	321 295

Metropolitan Toronto Planning Department, 1985

5.3 Theoretical Potential for Conversion

There are approximately 312 000 single and semi-detached units in Metro. **Based on the proportion of homeowners receptive to the idea of conversion (1 in 8), a theoretical potential of 39 000 new units might be made available.** This is equal to 11 years production of rental housing (both private and social units), given the average over the last five years.

Another method of estimating conversion potential is to consider the proportion of the housing stock which can be considered to have surplus space. In this approach, the first assumption is that units with the greatest potential for conversion are owner occupied, one to three storey single, semi-detached dwellings and rowhouses. The second assumption is that the overall minimum requirement for a bachelor unit, containing one room, a kitchen and a bathroom is a minimum of 270 square feet (25 square metres).

Since the basic dwelling unit is calculated to have 750 square feet per person, this means that houses with over 1 000 square feet per person could be considered for conversion. For example:

1 person - 750 square feet + 270 square ft./converted unit = 1 020 square feet
2 persons - 1 500 square feet + 270 square ft./converted unit = 1 770 square feet

The survey conducted in 1981 (Clayton Research Associates: "Physical Potential") indicated that 26% of the owner occupied, grade related housing stock in Toronto and 16% in North York has a ratio in excess of 750 square feet per person. For the purposes of this calculation it is assumed that the three inner municipalities have similar characteristics of housing types and household structure, and that the three suburban municipalities are likewise similar. The following table indicates the number of units in each municipality which are theoretically large enough to include an additional unit or units:

Table 11:

GROUND RELATED DWELLING UNITS BY MUNICIPALITIES AND SIZE, 1984

Municipality	Owner Occupied, Grade Related Housing Stock	Number of Dwellings with 750 sq. ft. Per Person
Toronto	62 055	16 134
York	20 811	5 410
East York	17 626	4 582
Etobicoke	56 620	9 059
North York	79 569	12 731
Scarborough	84 614	13 538
Total	321 295	61 454

On that basis, over 61 400 units in Metro are suitable for conversion. However, this calculation has two major weaknesses. It includes large homes whose

occupants are more than able to afford the cost of their housing and would not consider resident tenants in accord with their lifestyle; it also presupposes that all new units will be entirely above grade - while, in fact, many units would be provided in basements, in the lower level of backsplit houses or in attics which may not have been included in the calculation.

5.4 Factors Affecting Conversion

In the previous discussion it has been established that **a significant number of households are interested in providing an extra unit in their houses and many of the structures are suitable for this form of conversion. Yet very little conversion occurs.** A number of factors affect the situation:

- even where permitted, **the potential 'convertor' faces a confusing array of regulations.** The prospect of dealing with the Committee of Adjustment, Building Departments and contractors can be daunting;
- the reason that zoning by-laws remain unchanged is **the fear of residents that any broadening of regulations will result in wholesale conversion which will substantially change the character of a neighbourhood, and bring about a drop in property values;** these fears tend to centre around a mix of perceived problems: increased traffic and on-street parking, decline in property maintenance, and the intrusion of strangers into a homogeneous neighbourhood;
- **the upfront costs** of providing an additional unit can loom large to a homeowner already struggling with a large mortgage or on a limited income;
- banks and other **lending institutions are seldom eager to loan money to inexperienced individuals** for what is essentially a business undertaking;
- the homeowner is frequently concerned about possible **problems in removing a tenant** whose presence becomes unwelcome.

Some of these perceived problems could be alleviated by government action (all three levels are involved). Others have a more emotional basis and grow out of the importance with which home ownership is viewed in our society. The following sections will review these factors and suggest possible remedies.

5.5 Municipal Regulations

Creation of additional units in an existing dwelling is not permitted in East York, Scarborough and the former Township of Etobicoke (the area of the municipality approximately north of the Queen Elizabeth Way) which rules out approximately 15% of the housing stock in Metro.

The remaining municipalities do permit conversion but with conditions that either virtually eliminate it or require relief from the Committee of Adjustment. Even where the regulations appear straight forward, closer examination may indicate that the activity is fairly circumscribed. This is the case in North York where the permitted areas are in fact multiple family zones so that conversion of the relatively few single family houses is unlikely to be economic in the longer term. In some instances the regulations for converted units (particularly in relation to architectural controls) are more limiting than for single family houses. **Consequently, there is a need to rationalize the basis for stringent restrictions on conversion and to develop controls which more nearly reflect the objective being sought.** Schedule I indicates the regulations now in effect in each municipality and the following discussion suggests areas where amendment could rationalize the process without detracting from the existing neighbourhood character.

5.5.1 Siting of Building

Existing buildings in older areas often do not conform to the minimum lot, setback and building size requirements of the by-law. If the envelope of the building is considered acceptable to the community for single family occupancy, it is difficult to understand why it is unacceptable if the interior is subdivided, provided other requirements can be satisfied. The need to satisfy existing setback provisions should be no more onerous in application to a conversion than to extension of a single family unit, unless other provisions of the bylaw (such as parking) are affected.

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EXISTING ZONING BY-LAWS REGARDING CONVERSIONS

Municipality	Definition	Zones Permitted	Minimum Lot Size	Minimum Frontage	Minimum Building Size	Parking Requirement	Other Requirement	Current/Proposed Changes
EAST YORK								
Township of Leaside	"Dwelling Converted" shall mean a dwelling, including any additions thereto erected prior to the passing of this By-law and which has been or is proposed to be altered or converted so as to provide therein two or more dwelling units.	Not a permitted use						Previously permitted in R.2 zones. However, By-law No. 175-83 deleted such permissions.
Township of East York	No definition	Not a permitted use						On April 1, 1985, East York Council approved an updated Housing Policy Statement which, consequently, was presented to Metro Council on June 11, 1985. One of the recommendations of the Housing Policy Statement deals with the issue of intensification of housing through the Borough. The intensification is to be achieved through encouragement of variety of densities and housing types, conversion of non-residential structures and implementation of government intensification programs. The report did not deal with conversion per se, and has left the issues of illegal conversions open.
NORTH YORK	"Dwelling Converted" shall mean a dwelling more than thirty (30) years old, altered to contain a greater number of dwelling units. Note: More than 1 kitchen is permitted in houses in single-family zones.	RM3, RM4, RM5, RM6	As per zone	As per zone		. 1 accessible parking space per dwelling unit . plus for bldgs. containing 8 or less units - 1 space/2 units . plus for bldgs. containing 8-29 units - 1 space/4 units	. building must be at least 30 years old	The North York Housing Policy, prepared in 1984, proposed several changes to the existing Official Plan policies and zoning by-laws. It proposed that specific policy statement on 'converted double dwelling' be incorporated in the Official Plan and that 'converted double dwelling' be permitted in all residential zones as per right, eliminating the need for rezoning. Proposed amendment to the zoning by-law included the permitted minimum and maximum area of converted dwelling - 300-600 square feet and provision of one parking space per dwelling unit. North York Council indicated dissatisfaction with outlined policies and instructed the staff to review and summarize public submissions with regard to the proposed policies. All proposed policies and regulations on conversions have been deleted from the Housing Policy Statement.

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EXISTING ZONING BY-LAWS REGARDING CONVERSIONS

Municipality	Definition	Zones Permitted	Minimum Lot Size	Minimum Frontage	Minimum Building Site	Parking Requirement	Other Requirement	Current/Proposed Changes
ETOBICOKE								
Long Branch	Not defined	RM, RMA	371 sq. m	12 m	139 sq. m	• 1 parking space per unit	• building must be at least 2 storeys in height • building must be at least 20 years old • maximum coverage of 35% of lot • no habitable room below 0.5 m below grade level • minimum size of converted unit 46 sq. m	
New Toronto	"Dwelling Converted" shall mean a dwelling altered to make a greater number of dwelling units in accordance with the provisions of Chapter 350-11 hereof.	R2, R3, R4	As exists	As exists	139 sq. m	• 1 parking space per dwelling + 1 additional space every 4 units or fraction thereof	• minimum landscaped open space 35% of lot area • building must be at least 20 years old • no habitable rooms are permitted in cellars • minimum size of converted unit 46 sq. m	
Mimico	"Converted Dwelling" means a single family dwelling that has a gross floor area of at least 278 sq. m and that has been or is proposed to be altered or converted so as to provide therein two or more dwelling units but not so as to make major exterior alteration of the single family dwelling. For the purpose of this paragraph, the expression "dwelling unit" means a dwelling unit having a floor space of not less than 55.7 sq. m.	R2, R3, R4	465 sq. m	15 m	278 sq. m	• 1 parking space per dwelling unit	• minimum front yard depth - 6 m • minimum side yard - 0.9 m • minimum rear yard depth - 7.5 m • minimum landscaped open space - 25% of lot area	
Township of Etobicoke	No definition	Not a permitted use						
SCARBOROUGH (all communities)	No definition	Not a permitted use						

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EXISTING ZONING BY-LAWS REGARDING CONVERSIONS

Municipality	Definition	Zones Permitted	Minimum Lot Size	Minimum Frontage	Minimum Building Site	Parking Requirement	Other Requirement	Current/Proposed Changes
TORONTO	"Converted dwelling house" means a dwelling house, originally constructed as a private detached dwelling house or one family dwelling house, (other than row housing) which, including any addition made prior to conversion, is at least five years old, which has been or is proposed to be altered or converted so as to provide therein two or more dwelling inits; (R2) (20870) (21042) (321-78) (307-79) (501-81)	R2, R3, R4, R4A and C1	As per zone	As per zone		. 1 parking space per dwelling unit has to be provided in excess of first 2 dwelling units	. dwelling has to be at least 5 years old . average size of converted units is 65 sq. m . gross floor area increase cannot exceed 15% of the lot area . external appearance cannot be physically altered . only one addition allowed . new porches and verandahs limited in height (3.7 m) and depth (2.4 m) . dormer additions limited	In 1982, the Affordable Housing Report prepared by the City, recommended several amendments to the existing by-laws which would help to "promote better utilization of the present housing stock, by permitting the development of smaller units". The major recommendations of the Affordable Housing Task Force were not passed because of strong opposition of resident groups to the implementing draft by-laws. A survey was then undertaken and, based on responses, a revised list of recommendations was prepared. A series of short reports on each of these recommendations are now going through the approvals and draft by-law stage. These are zoning by-law amendments to: . allow dwelling rooms in upper floors of C1 buildings; . delete the unit per hectare requirement on apartment houses; . permit rowhousing to contain a dwelling unit; . allow duplexes, triplexes, double duplexes and double triplexes to convert to contain additional units, delete the prohibition on basement apartments in duplexes; . reduce the average minimum unit size requirement of 65 sq. m for greater than 2 units, to 40 sq. m.
YORK								
Township of York	"Converted Dwelling House" means a dwelling house including any addition thereto, which has been or is proposed to be altered or converted so as to provide therein two or more dwelling units.	R2, R3, R4	Varies by zone and house type	12 m	140 sq. m	. 1 parking space per dwelling unit	. no outside staircases except steel fire escapes . minimum 20 years old . maximum f.s.i. = 0.4 . extension only to the rear . minimum size of converted unit 46 sq. m	
Town of Weston	"Converted Dwelling House" means a dwelling house including any additions thereto, which has been or is proposed to be altered or converted so as to provide therein two or more dwelling units.	R2, R3, R4	As per zone	12 m	140 sq. m	. 1 parking space per dwelling unit	. minimum 20 years old . maximum f.s.i. = 0.4 . extension only to the rear . no outside staircases except steel fire escapes shall be permitted	

5.5.2 Age of Building or Addition

A number of bylaws limit conversion of buildings to those more than 30 years old. **It is unclear why it is more acceptable to convert an older building than one more recently built.** Newer buildings often have higher basements, separate entrances to family rooms and more generous provision of bathrooms. The suburban 'back split' is an excellent example in which one area of the house is physically distinct, has good natural light and often has access to the garden.

The building age requirement seems to exist solely in order to reduce "conversion" potential.

The Toronto requirement that no conversion may take place where an addition has been constructed within the previous five years is also questionable unless put in context of architectural controls that apply equally to single family occupancy.

5.5.3 By-law Application

The typical zoning by-law has the same requirements for all zones of the same designation (R2, R3, etc.) and the differentiations between zones are based primarily on density. For instance, an R1 zone generally contains larger homes on bigger lots; both lots and houses will tend to be smaller in the R2 zones. The R3 zone typically will permit row houses and small plexes and so on up the scale.

These differentiations based on density do not reflect the age of the community, or the social differences of the residents. In discussions with area municipal staffs it became evident that in similarly designated zones, the level of conversion (whether legal or illegal) varies widely. North York staff had recently conducted a series of public meetings on revisions to the housing policy which proposed that conversion be permitted in all single family zones in the City. Opposition to the proposal resulted in its withdrawal. However, little or no opposition was received from the north-east and western sections of the municipality, suggesting that some potential for conversion would exist in those areas. Municipal staff have determined that at least 7% of the singles and semi's in the municipality have additional units at the present time.

Scarborough's staff estimate (based on Teela listings) that up to 15% of houses in the older areas (southern and western sections) may contain an additional (illegal) unit but not all of these so-called 'in-law' apartments are rented out.

Even in Toronto where conversion predated the zoning by-law and where 'de-conversion' has been occurring over the last 15 or so years, some areas have experienced relatively little conversion - North Toronto is the most obvious example.

As conversion does not seem to occur in certain areas, while it is acceptable in others **there would appear to be an argument for permitting conversion in some parts of the municipality while excluding it from other similarly zoned areas.** In this way, at least some of the demand could be met; the decision process could allow conversion only where the immediate neighbourhood is not opposed. The decision could be based on a combination of sample survey and social research. A model for this approach of incremental change is Toronto's front yard parking policy where 60% of a block's property owners must support such parking before Council will enact the necessary by-law.

5.5.4 Architectural Controls

While there is often agreement that a particular neighbourhood exhibits a distinct physical character, it is difficult in a zoning by-law to identify the elements necessary to maintain those characteristics. A requirement such as that the single family character of the neighbourhood be maintained does not guarantee architectural homogeneity. It would be more practical if architectural restrictions were more easily interpreted, reflected realistic concerns and applied equally to alterations to single family dwellings. The following are suggested architectual controls on conversions:

- height restrictions which reflect those heights prevailing or desired within the area;
- maintenance of reasonable front, side and rear yard setback requirements;

. restrictions on additions to the front of buildings (except for the traditional enclosing of an existing front porch).

These sorts of provisions are readily understandable and prevent the anomaly of permitting major additions to single family houses but prohibiting additions where the intent is to create an extra unit.

5.5.5 Unit Size and Number

Restrictions on the size and number of units in a converted dwelling provide municipalities with the ability to control the impact on the neighbourhood. If the by-law simply defines a minimum unit size the potential exists to split a single family house into a large number of units. While the present rental housing situation makes this appear a reasonable response, homeowners may equate multiple unit conversion with the problems associated with "bachelorettes" in Toronto.

Depending on the objectives of the municipality, the by-law could control unit size and number in a variety of ways:

. by simply stating a minimum unit size the homeowner could make his own determination about the number and size of units;

. by specifying a minimum and maximum size to obtain the type of unit the municipality feels is most appropriate

. the number of additional units permitted may also be specified to ensure that the increase in number of households is controlled;

. the by-law may also require that an additional unit occupy no more than a specified percent of the original dwelling.

These variations would permit a municipality to increase the population of a neighbourhood and provide additional rental units within the existing housing structures and, at the same time, maintain the physical stability of that neighbourhood.

5.5.6 Parking

The spectre of increased street parking appears of concern even in Toronto where front yard and street parking are an accepted feature of even fairly affluent communities. As a result, municipalities in their by-laws should ensure that the parking requirements are adequate so as not to significantly alter the perceived level of on-street parking. This suggestion is made, despite the fact that a study by Marshall, Macklin, Monahan Ltd.[2] discovered relatively low car ownership levels among tenants in accessory apartments.

Certainly in suburban areas the minimum requirement of one space per dwelling unit should generally be maintained. Even here room for flexibility may exist. The by-law need not require that each space have clear access and could instead permit tandem parking or parking which occupies a space that extends beyond the front wall of the dwelling, a guideline frequently used in zoning by-laws. Where a high level of transit is available, it may be practical to reduce the parking standards for accessory apartments.

The need to make adequate provision for parking was stressed by most municipal staffs and it is instructive that much of the original opposition to conversions centres on the inadequacy of the parking provided.

5.5.7 Conclusion

Conversions are a reasonable means of obtaining additional rental units, however, present zoning by-laws are extremely restrictive against this housing type. The remedy need not be difficult provided municipalities are prepared to define objectives more clearly and tailor by-laws to those objectives. This may take the form of neighbourhood-specific provisions in those areas where economic or social attitudes are more amenable to conversion. **Greater flexibility in permitting conversion need not be in conflict with the objective of maintaining stable residential communities. Municipalities should undertake studies to determine the appropriateness of permitting conversion on a neighbourhood-specific basis, particularly when illegal conversions appear already to exist in an area.**

5.6 Community Concerns

Some community concerns are expressed in terms which can be satisfied through zoning provisions. Concerns about parking and a sudden increase in the population or number of households are examples. In addition, studies have shown that even where conversion is permitted, the majority of buildings will retain their single family status. As a result, the spectre of major increases in neighbourhood population is unfounded.

However, much of the opposition to conversion is expressed as vague fears, difficult to quantify or refute. Neighbourhood groups typically talk about a decrease in property values and maintenance; or express suspicion that the newcomers would be "different" from their neighbours.

The presence of a subsidiary unit is often a selling point for prospective buyers. Similarly, it has been shown that the majority of converted dwellings continue to be owner occupied. There is no reason to suppose that an owner's pride in his property declines if he becomes a resident landlord. On the contrary, the assistance provided by the rental income may allow an owner to make needed improvements that were beyond his previous financial capability.

A series of photographs which intermingle converted units and single family houses are shown (following page). In taking these pictures, it became clear that no stereotypes are identifiable. On the same block, a single family house might show signs of lack of maintenance, while a "converted" dwelling might be well maintained. The opposite might also be true. The difference is related to owner attitude, a quality not regulated by zoning by-laws.

Market forces are generally the factor determining the income level of tenants. Apartments in the more affluent areas will command higher prices than those in more modest neighbourhoods; larger units will rent for more than smaller units.

It is not expected that any individual's suspicion of conversion will disappear easily. The process undoubtedly requires public education based not only on words but on examples of the ability of neighbourhoods to thrive with more flexible municipal regulations in place.

5.7 Incentives to Homeowners

Changes to municipal by-laws would make conversion possible but not ensure that it will happen. As mentioned above, some of the fears of individuals which lead to rejection of conversion are difficult to quantify and have little basis in fact. **It is suggested that a combination of a public information program, incentives and assistance to homeowners could encourage the production of additional units.**

5.7.1 Assistance to Homeowners

Many homeowners perceive difficulties dealing with the complexities of zoning and building regulations and in hiring contractors. Staff of the Toronto Building Department specifically mentioned that the Add-a-Unit pilot project which was available to City residents was extremely complicated and discouraged many applicants, especially seniors, from following through.

The Ministry of Municipal Affairs has recently published a series of pamphlets designed to assist the public in understanding the application of Planning Act provisions. The brochures dealing with Building Permits and Zoning By-laws are excellent examples of the type of information which would assist citizens interested in undertaking conversion.

Municipalities must be committed to the concept of simplifying regulations and providing assistance to homeowners interested in undertaking conversion. In addition, they should be able to provide information to ratepayers groups or special interest groups (such as senior citizen associations) which would assist both in publicizing the concept and in "demystifying" the process. Although senior citizens do not appear to be a prime target for conversion activity, a pilot project in which a senior citizens organization acts as an umbrella resource group to co-ordinate dissemination of information and assistance to its members, might be useful.

CONVERSION IN SINGLE FAMILY NEIGHBOURHOODS

Some of the houses pictured contain accessory apartments. They are not easily distinguishable from neighbouring units which continue in single family occupancy.

5.7.2 Financial Incentives to Homeowners

Over the last ten years virtually all rental units constructed in Metropolitan Toronto have received financial incentives from one or both senior levels of government. These have taken the form of long-term, interest free loans, outright per unit grants, tax concessions or, in the case of the Co-op/Non-Profit program, a write down of interest rates from the prevailing rates to 2%. Except for the latter program, **the vast expenditure of public funds has done little to ensure a long-term supply of rental housing, particularly housing affordable by middle-income households.**

Provisions of additional units in existing dwellings can be relatively inexpensive, ranging from a few thousand dollars for a small kitchen added to an existing recreation room and toilet in a typical suburban house to $30 000 or so where a house is to be duplexed and remodelled. Lending institutions are often reluctant to make loans for what is essentially a business undertaking to inexperienced homeowners. **There are a number of measures which the two senior levels of government might take to assist homeowners.**

- **Loan insurance** similar to the mortgage insurance scheme which Canada Mortgage and Housing Corporation now provides, would make the undertaking more attractive to lending institutions.
- **Insured loans with a forgiveable grant,** the amount of the grant dependent on the income of the recipient.
- **Insured loans of which a portion would be forgiven each year that the unit remained in the rental market,** up to a specified maximum.
- **Outright per unit grants,** with a condition relating to the length of time the unit remains in the rental market.
- Municipal grant for a specified period to cover all or a portion of the increased taxes due to reassessment.
- Relief from income tax on rental income where an additional unit has been created in an owner-occupied dwelling.

For many homeowners, particularly those just entering the market, financial assistance to undertake the necessary renovations is essential. **The expenditure of public money would be less than that being paid in incentives to the traditional providers of rental housing.** In addition, converted units have a degree of market flexibility in that they can be reabsorbed into the single family stock if changes in demographics or the economics of the housing market change.

While the number of units provided through conversion activity in any single year would not be great, they would be an important addition to the present lack lustre market and would provide a greater rental range than is possible with new construction, given the heavy subsidies required by the private rental market.

5.7.3 Public Information

Three years ago the City of Toronto established a Housing Registry which permits free listing of units available for rent in the City of Toronto. As part of that program flyers are regularly sent to homeowners to encourage them to consider renting excess space (rooms or flats) in their homes. In an 18 month period City officials report that 128 units never before rented were offered for rent through the registry.

East York and York have also recently established Rental Registries which may have a similar effect in stimulating homeowner interest in renting unused space.

However, a more concerted effort is required to effect changes to zoning by-laws. It is in the interest of municipalities to provide more accommodation in the municipality in view of the high cost of ownership housing in Metro, to serve the anticipated workforce and students, and to utilize existing capital investments infrastructure more efficiently. **It is proposed that Metro, in co-operation with the area municipalities, establish a pilot program to address issues of conversion, and to inform homeowners of the potential** benefits, **as well as to attempt to dispell some of the fears associated with the idea. This could be followed up by proposals to amend zoning by-laws on an area-specific basis in those neighbourhoods amenable to the idea.**

As the Provincial and Federal Governments have indicated an interest in increasing the housing stock in this manner, it is recommended that they be approached for financial assistance in developing and implementing such a pilot program.

5.8 Incentives to Municipalities

Most area municipalities have shown a marked reluctance to permit accessory units in existing dwellings. Unless the political will exists to re-examine the present restrictive regulations, changes cannot occur. **This reluctance to permit physical change within a unit appears to be based on the assumption that all similarly zoned neighbourhoods have the same physical and social characteristics. In fact, a substantial diversity exists both between and within most established neighbourhoods.** This is true in both the inner and suburban municipalities in Metro. **It is this fact which must be understood as a prerequisite for encouraging greater flexibility in zoning by-laws.**

There are two areas in which the senior levels of government might provide incentives to municipalities. The first relates to the community surveys analysis and redrafting of zoning by-laws.

The Ministry of Housing has undertaken several studies in recent years which suggest directions for change in zoning regulations. **It is suggested that the Ministry draft several model by-laws, one based on development patterns of an older neighbourhood, and one on a post-war subdivision suitable for larger urban municipalities.** The by-laws should provide examples of different types of controls (minimum and maximum unit size, restrictions on number of units, etc.) with commentary indicating which development objective the variations respond to. This would give municipalities a simple reference point both in language and direction, which could be modified for individual by-laws. **In addition, funds should be provided (similar to those available for Municipal Housing Statements) to undertake surveys and public meetings preliminary to the redrafting of by-laws.**

For municipalities which have undertaken and adopted a revised by-law, per unit grants should be made available for each new unit created through conversion. While the actual financial gain to a municipality would not be significant, the grants would tend to underline the importance of the units gained through conversion.

5.9 Landlord and Tenant Act

In recent years, partly as a result of low vacancy rates which have placed tenants at a disadvantage in the market place, the Landlord and Tenants Act has been amended to provide tenants with considerable protection from the threat of eviction. The philosophy behind the Act is that tenants should only be removed from rental premises if they have clearly violated the property rights of the landlord or have interfered with other tenants' enjoyment of the premises. Even where that has occurred the deliquent tenant must be given an opportunity to "cure" undesirable behaviour. The onus is on the landlord to prove just cause for removal. Even the expiry of a lease does not automatically give the landlord right of occupancy, unless the tenant agrees to vacate the premises, or the landlord can prove either the need for occupancy by his own family or just cause for removal. These latter requirements may necessitate the landlord going to court twice; initially to record the complaint so that the tenant may be directed to vacate or amend his behaviour and a second time to obtain a judgment for eviction if the tenant does not comply. Even when successful in removing a tenant, a landlord frequently must accept that the tenant will refuse to pay rent during the period of dispute.

A case can be made that in a small owner-occupied building (2-3 units) the landlord/tenant relationship is more sensitive than in instances where the owner is not on the premises or where a larger rental property is involved.

It is suggested that the Province re-examine the effects of the Landlord and Tenant Act on the operation of rental market as it affects small owner occupied rental properties. The intent would be to permit the small landlord living in his

own premises some reasonable expectation of avoiding legalistic wrangles where lifestyles conflict or where the property rights of the owner are not respected. Appropriate amendments to the Act could follow.

5.10 Conversion of Non-Residential Buildings

5.10.1 General

In most instances when buildings are no longer economically viable for their original use, demolition and redevelopment can be expected. Adaptation for a completely different use is frequently unsatisfactory or expensive. There are exceptions, although these require a somewhat more creative approach on the part of municipalities in amending by-law provisions, of developers in discovering opportunities and of lenders in accepting potentially greater risk. Where buildings are structurally sound and generally suitable (both in form and location) to the proposed use, the municipality can gain by preservation of older buildings and increase in the municipal tax base.

The most frequent examples of re-use occur in mixed use areas of Toronto where former industrial or warehouse buildings have been converted to residential or residential/commercial use. These conversions are generally associated with areas where redevelopment or substantial renovation is already underway. One of the best known building adaptations is that of the Terminal Warehouse building at Harbourfront for residential/commercial use. At a somewhat smaller scale similar conversions have occurred adjacent to the St. Lawrence Community and in other industrial areas on the periphery of downtown. The majority of these have been for condominium projects.

The Convert-to-Rent program funded by the Provincial Government resulted in rehabilitation of a number of commercial and industrial buildings for residential use. Studies have been undertaken to explore the feasibility of using surplus schools for housing, specifically for housing for senior citizens. To date only one project has been undertaken in Metro but it does indicate that residential re-use is economical and practical.

5.10.2 Potential for Conversion of Non-Residential Buildings

While buildings constructed for various uses may lend themselves to residential reuse, the greatest potential appears to exist with older warehouse/industrial buildings in mixed use areas or for non-conforming uses within residential areas.

At present the Metropolitan Official Plan directs that the integrity of industrial areas be maintained. However, there is indication of decreased activity in many older industrial and mixed use areas. Staff is in the process of reviewing the industrial areas in Metropolitan Toronto to determine recent employment structure, rate of development and future needs. Any decision about redesignation should await the outcome of that study and further consideration by the area municipalities. However, **from the point of view of this study reuse of uneconomic industrial buildings or redevelopment of obsolete industrial areas for mixed use or residential purposes should be considered, provided the surrounding environment is acceptable for residential development, community support facilities are or can be made available and the economic function of the surrounding non-residential uses is not impaired.** In all likelihood this would relate mainly to very small industial areas or to locations on the periphery of large industrial areas where the new use could be tied to an adjoining residential or mixed use area.

5.11 Conclusions

Urban facilities and infrastructure are increasingly serving a residential population below their design capacity. This, coupled with the long term, low rental vacancy rate, suggest that municipalities, in co-operation with the two senior levels of government, should make provision for the more intensive use of existing dwellings through the "conversion" process.

Previous studies indicates that:

- the primary "target" group are middle income homeowners in the 25-44 year age group;
- approximately one in eight homeowners has expressed interest in providing an additional unit;

- zoning and building by-law regulations in the area municipalities tend to mitigate against the conversion process;
- many of the problems perceived by homeowners such as parking, social change, overcrowding and architectural compatibility are either misconceptions or can be alleviated by zoning controls.

The following measures are suggested to initiate a more active response to conversion:

(1) The Metropolitan Official Plan be amended both to indicate support to "conversion" as a technique to obtain more housing, and also to encourage area municipalities to amend their official plans to include criteria in accordance with which conversions would be permitted, possibly on a neighbourhood rather than a municipality-wide basis.

(2) Area municipalities should review their zoning by-laws to establish a "converted dwelling unit" category, and subsequently amend the by-laws to permit conversion in certain areas where this may be suitable. Converted units should not be subject to more stringent controls in regard to age of building, setbacks, design considerations, etc., than apply to single family housing. However, the policy and by-law could specify size, number of units to be permitted in a dwelling, and parking requirements.

(3) Provision of incentives to homeowners to create a more favourable environment for conversion. Measures which should be considered are:

- a series of community-based information and educational open houses;
- training of municipal staff to assist individuals and special interest groups during the approval process;
- financial incentives which might include both forgiveable grants and loan insurance.

(4) Assistance to municipalities to review existing zoning and building by-laws through the development and explanation of model by-laws based on typical situations existing in older neighbourhoods and post-war suburbs. In

addition, financial incentives should be provided to permit the necessary surveys to be undertaken and to provide per unit grants for units created under the new by-laws.

(5) Revisions to the landlord and tenant act to ensure the small landlord a more reasonable expectation of enjoyment of this property.

(6) Relief from income tax on rental income where an additional unit has been created in an owner-occupied dwelling.

The affluence of the 50's and 60's created a demand for larger units and the expectation of sole occupancy of a single family house. Recent discussions on the future economic climate suggest that the next generation of young families may fall heir to a less affluent lifestyle than their parents. **In view of increasing house prices and shrinking household size, it is felt that the climate may be ripe for modification of these expectations which would provide a benefit both for the homeowner and the municipality.**

6.0 INFILL

6.1 The Concept of Infill

Infill as a development concept has received considerable attention since the 1970's as urban communities in North America responded to the problems associated with population loss and inefficient use of existing infrastructure and services. Metro does not have large tracts of vacant land which were skipped in the development process. **However, the scarcity of vacant suburban land here means that vacant or underutilized sites within the urban area are being viewed as desirable for development even where only low to moderate densities may be anticipated.**

In the context of this discussion, infill refers to the construction of small scale new housing within existing residential areas on vacant or underutilized sites under 2.0 hectares (five acres) in area in a form which is physically integrated into the surrounding neighbourhood, and includes:

(1) building on parcels of vacant land;

(2) building additional dwellings on lots which already contain housing (this may or may not include demolition of some existing units); and,

(3) replacement of existing ground related buildings with residential structures (four stories or less) in a manner compatible with surrounding development.

There are a number of types of infill identifiable in Metro. The first involves vacant remnant parcels, often considered uneconomic during the initial development phase. These are scattered throughout all the municipalities. Another form of infill was the resubdivision of Veteran's Land Act subdivision which had minimum two-acre lots. This form of infill occurred primarily in the suburban municipalities and is essentially complete.

The form of infill most common in Toronto involves the construction of additional units on existing developed lots. These may be constructed behind existing dwellings, may extend in depth from the street line (departing from the relationship of other buildings to the street), or may simply involve construction

of additional units along the street. Demolition of one or more existing units may take place.

Replacement of non-conforming uses within residential areas is also occurring, and is an activity that overlaps the infill and redevelopment definitions adopted for this study.

Infill may take the form of small lot single or semi-detached units, row houses or low rise apartment buildings. However, the most common housing form produced by infill activity is the row house. It is generally compatible with the existing neighbourhood scale and reflects the space and privacy requirements of buyers. Infill housing is normally directed to the ownership market, and may be either freehold or condominium.

6.2 Advantages and Disadvantages of Infill

Infill development provides a number of advantages.

- **From the municipal standpoint the additional units provide increased assessment but require little or no capital outlay; they provide for additional population to utilize community facilities at a time when neighbourhood densities are declining;** and they help accommodate the **demand for additional ground related units** in developed areas;
- **For the neighbourhood** they assist in renewal by allowing **replacement of deteriorated or non-conforming uses** without the necessity of wholesale demolition; the new population helps to **maintain the level of community and transit services** and to **support the retail facilities** serving the neighbourhood.
- **For the purchaser,** infill development provides **a new unit in a mature neighbourhood,** already served by community facilities and public transit.

There are disadvantages to infill development, the most obvious being the relatively high unit cost. This arises from the length of time required to assemble land, and obtain the necessary planning permissions, the small scale of most projects, and high land and construction costs. This is particularly true of infill projects where small, irregular sites are involved.

As previously mentioned, infill development represents a relatively small proportion of new unit construction in Metropolitan Toronto, although in **the City of Toronto it has accounted for 20% of unit completions in recent years.** However, its potential to assist in maintaining neighbourhood population, particularly in view of the opposition to larger scale redevelopment which began in the 1970's makes it a concept worth exploring.

6.3 Municipal Policies

There are no specific policies on infill in the area municipal official plans or zoning by-laws. This is not surprising. Vacant sites normally have zoning similar to the surrounding area and it would be virtually impossible to accurately preselect sites where infill through construction of additional units might occur. However, Toronto's zoning by-law requires only a minimum 20 feet frontage in all residential zones and permits a bonus in low density residential areas in Improvement Study Areas (covering about one-third of the municipality). This provides an initial flexibility within which a developer may operate in securing site specific approvals.

North York's policies require that prevailing densities in single family neighbourhoods are to be maintained. An earlier draft of the North York housing policy review proposed that additional units be allowed in residential zones to bring neighbourhood densities up to their overall density implied by the zoning. This approach directly addresses the decline in occupancy which has resulted in a decrease in neighbourhood populations.

Etobicoke and East York both have policies of maintaining stable neighbourhoods. However, over time the social composition and demography of neighbourhood does change. The intent of these policies would appear to be the maintenance of the physical character of the neighbourhood which frequently relates to houseform, height and architectural character.

Zoning by-laws often imply a degree of flexibility which does not exist in reality. Typically, the by-laws (except in Scarborough) are cumulative in expressing density so that, while the lowest densities permit only single family units, the

third density category will permit singles, semi's and occasionally row houses. However, except in the older residential areas, the zoning by-laws were originally tailored to the type of unit being constructed so that existing units generally reflect the highest density allowed. As a result densities, floor space indices and frontages are tailored for each unit type in each residential category. A different problem exists in older residential areas in that the existing development often does not conform to certain site development standards (most frequently to side yard requirements). An additional unit on the lot will result in neither unit conforming to by-law standards.

It would be difficult to amend zoning by-laws to cover the many different site development situations of infill development. **However, a more positive climate towards the potential for infill would be of considerable assistance.**

There are a number of steps which might be taken by area municipalities to assist this process.

(1) Surveys by area municipal staffs should identify non-conforming uses within given residential areas, neighbourhoods with large or underutilized lots, and areas containing deteriorated housing. This would allow the municipality to get some appreciation of the potential which may exist.

(2) Incorporation of permissive statements in the official plan would have the effect both of declaring the municipality's support for infilling (as qualified below) and permitting public discussion during the approval process. These statements should contain clear guidelines respecting municipal objectives, general development criteria, and the type of area where infill might occur. As a result, no Official Plan amendment would be required for infill to take place. These guidelines would lessen the time required to review and process development proposals.

(3) Amendment to the zoning by-law to permit units on smaller lots. This could be done as a general provision of the by-law or applied to areas where infill generally appears feasible.

(4) As most infill projects are developed by small firms, municipalities could assist the development of acceptable site plans by offering advice when requested. Alternative site designs of one project may lessen ratepayer opposition to subsequent applications.

The intent of these measures would be to reduce the approval time for a project by gaining some degree of acceptability for the concept of infill. In the majority of instances site specific rezoning would be required because infill sites are often irregular and design solutions must be tailored to the individual site.

Some municipalities as well as staff of the Ministry of Housing have practical experience with the implementation process and have undertaken studies of the potential for infill development. An exchange of information could be useful both to staff and to elected officials in providing a basis for action on the part of the municipalities within Metropolitan Toronto. **It is proposed that Metropolitan Toronto host a seminar to permit that exchange of ideas and practical approaches in order to facilitate infill development.**

6.4 Acceptability of Infill Development

Infill will occur only if there is a market for the type of unit which can be produced. A small portion of infill development involves single and semi-detached units. These are primarily in the suburban municipalities and are located on vacant or underutilized sites. These units, while often on smaller lots than the surrounding development, integrate easily into the neighbourhood and find ready acceptance with buyers and only marginal opposition from residents in respect to minor by-law amendments. Land assembly for these units is relatively straightforward. However, row houses and occasionally low-rise condominium apartments, are more typical of infill development. Due to the difficulties of land assembly, the small scale of the projects and the long approval process, these units in Toronto frequently cost more than surrounding homes on much larger lots. The attraction for the buyer is image and location. In Toronto the row house is referred to as a "townhouse", which projects an image of careful attention to scale, architectural details such as skylights, cathedral ceilings and up-to-date bathrooms and kitchens.

While established residential neighbourhoods are a decided plus factor, the townhouse also flourishes in less attractive surroundings provided it is well located in relation to transit and other urban amenities. The product is clearly aimed at fairly affluent households and projects a particular lifestyle. No particular age group seems to predominate in the market, although the elderly are unlikely to be attracted to the units which typically contain three storeys. However, it is worth noting that developers of retirement housing in the United States have recently been constructing two-storey homes to economize on land, and have included an elevator in these units.

The photographs illustrate some of the infill projects which have occurred in the older residential areas. Without exception these are on smaller lots than existing development but the selling price is equal to or above the neighbourhood average. This fact belies the fears of many neighbourhood groups that infill results in a reduction in property values or a decline in the attractiveness of a neighbourhood.

Outside the City of Toronto, the row house tends to be regarded as moderate priced family housing. Infill development in these locations must be able to compete with existing housing. At present this rules out the assembly of sites which are difficult to develop because of departure from existing zoning controls. This is particularly true in areas already developed with single family houses. In site surveys, there are few examples of infill, except for single family houses developed on small acreages which were skipped in the first development phase, or achieved through severance of large single family lots.

Discussions with area municipal staffs indicate that even minor changes to by-law standards to accommodate an additional unit in single family areas are often opposed by residents. Several instances were cited in which lots were only slightly below minimum standards but neighbourhood objections to infill were voiced.

The objections raised often relate to perceived decline in property values due to additional traffic, change in the appearance of the neighbourhood, and on-street

RECENT INFILL PROJECTS

Infill around an interior court.

Infill along an existing street.

Suburban infill development.

Infill around an interior court.

parking due to reduced lot sizes. Given that infill units normally sell at or above the average neighbourhood price and zoning controls generally provide for a higner parking standard than for existing development, ratepayer groups are expressing the normal, human dislike of change rather than the reality of the impact of infill development. **In this equation, the architectural "fit" of a project is perhaps the most crucial in achieving acceptability.**

6.5 Design Standards for Infill Development

As already stated, it is impractical to zone for infill since it is difficult to identify potential sites within a municipality. Most infill will occur with site specific rezoning. **Policy or official plan statements can provide guidance for developers seeking to obtain approval and for residents seeking stability. In view of the fact that infill development is most frequently undertaken by small developers and represents minor additions to the housing stock of any given neighbourhood, this ennunciation of municipal policy is particularly useful.**

The most important elements of neighbourhood fit include:

- **building height;**
- **setback from the property lines; and,**
- **the provision of adequate parking.**

Except for parking for which a ratio can be specified in the zoning bylaw, the other criteria when expressed in general terms are easily understood by residents and developers. Prescription of architectural details is seldom necessary and implies a level of architectural consistency that is often lacking in the neighbourhood as a whole.

A glance at the photographs in this section indicates the existence of a range of architectural styles but also suggests that building scale and project setback are the most important elements in ensuring sensitive integration of new development.

Conclusions

A positive attitude to the potential for infill development is essential. Given the appropriate climate, relatively minor additions to the housing stock can assist in the renewal and preservation of neighbourhoods. Acceptable levels of community services are eroded by the decline in neighbourhood population due to decreasing unit occupancy rates. This too can be countered by infill housing.

Municipalities can assist the infill process by:

- **incorporating policies into the Official Plan to provide a framework for considering proposals;**
- **making provision for reduced lot frontages on a municipal or neighbourhood-specific basis where infill is involved; and,**
- **ensuring that infill, when it occurs, achieves a suitable neighbourhood "fit" - a process dependent primarily on the scale, height and overall setback of a development.**

Metropolitan Toronto should assist in this process by facilitating the exchange of ideas at the staff level on opportunities for infill.

7.0 REDEVELOPMENT

7.1 Importance Within Metro

For the purposes of this report, redevelopment includes the replacement of non-residential uses or lower density housing with higher density residential or mixed uses. It also includes construction of residential units on vacant or underutilized sites in non-residential areas.

Over the last 10 years approximately 80% of new units in the inner three municipalities and 8% in the three suburban municipalities resulted from redevelopment. Residential redevelopment will increase in importance in the outer three municipalities as the availability of vacant lands declines and older areas, particularly strip commercial development and small plazas, become uneconomical.

While the other forms of intensification already discussed will play a role in accommodating the anticipated increase in households in Metro, the largest proportion of the demand will be met through redevelopment in medium and higher density projects. This form of housing is particularly suited to small households, which will increase most rapidly over the next 20 years. As previously discussed, much of this demand will be for ownership housing. However, this need not equate entirely with ground related units. Condominium housing, both townhouses and apartments, found initial acceptance as moderate priced family accommodation. As such, it was predominately located in new suburban developments. However, since the late 70's condominiums have increasingly been geared to specific sub-markets and constitute a considerable proportion of infill and redevelopment in the older areas of Metro.

The recent construction of moderate priced condominiums in downtown Toronto targetted to the young singles market has received considerable publicity. Condominium living is also increasingly acceptable to "empty nesters" and seniors. This has the advantage of freeing up lower density housing for young families.

At present, younger households, with or without children, show a decided preference for single family housing. However, the two-income family which now is attracted to central city housing may, in the future, find well-located condominiums which cater to their lifestyles an acceptable alternative to the demands of single family home ownership.

While the need for additional rental housing will decline after the mid-1990's, the accumulated shortfall will require a significant level of production if a healthy rental market is to be regained.

Taken together, these markets ensure a continued demand in Metro for the higher density housing normally associated with redevelopment.

7.2 Attitude to Redevelopment

Residential redevelopment came to the fore in Metro during the 1960's. In Toronto, York and East York, older residential areas with large lots were transformed in rapid succession by highrise redevelopment. Municipalities looked favourably on rezoning applications as highrise apartments brought additional assessment and initially required fewer municipal services.

In return for higher densities, the projects often provided mixed scale development, lavish landscaping and recreational facilities. By the early 70's, however, strong resident opposition to redevelopment arose. This was fueled in part by the experience of haphazard intrusion of some projects into residential areas but increasingly by the opposing interests of developers and renovators intent on reclaiming older residential areas. Preservation of residential neighbourhoods, which translated into opposition to highrise redevelopment, became the planning imperative. This impetus responded primarily to middle class interests. It succeeded in preserving and allowing the enhancement of the physical neighbourhood but the social structure within the communities changed. By the mid-1970's the entrenched opposition to residential redevelopment was augmented by rent controls and rising interest rates. New rental units were increasingly unable to compete with existing stock and a number of larger

developers left the rental market. The decline in private rental construction was only partially off-set by production of social housing under the non-profit and co-operative programs. Redevelopment for condominiums continued, although market demand fluctuated markedly. In the last three years interest rates have declined and stabilized and the Provincial government is now fostering a more co-operative approach to rent review between owners and tenants. These measures may assist in increasing the attractiveness of investment in the rental market.

Opposition to large scale redevelopment of residential areas remains. **Given the strong resale market in Metro, and the continuing escalation of house prices, the desire to maintain residential communities of ground related housing is unlikely to change. However, attitudes about desirable locations for higher density development have changed and, in addition, a number of larger tracts of non-residential land have become available for redevelopment, most notably in the southern part of Toronto's downtown and along the waterfront.** Significantly, these areas do not threaten existing neighbourhoods.

The continued acceptability of higher density development on the periphery of residential areas, or on what were formerly marginal sites, will depend on the ability of municipalities to ensure an attractive environment both for the future residents and the adjacent existing community. This may require provision of community facilities and attention to urban design. At this point in time, the attention of most area municipalities to the components of urban design which increase the sense of livability in a city has been reactive to specific proposals rather than proactive (i.e., setting out guidelines to residential redevelopment before receiving applications).

To the extent that redevelopment activity is no longer concentrated in stable residential neighbourhoods, there is greater public acceptance of higher density development. However, affordability for moderate and low income households remains an issue which must be addressed if Metro is to achieve its objective of providing adequate housing for residents.

7.3 Metropolitan Policy

Metropolitan policy encourages the development of higher density residential or mixed use projects in designated Metropolitan and local centres, along rapid transit lines and surface transit routes. It also supports the redevelopment of obsolete structures and the redesignation of land uses which have become obsolete.

A number of Metropolitan objectives underlie these rather general statements.

- **The need to maximize the use of public transit, particularly rapid transit.** Research undertaken for the Metropolitan Toronto Transportation Energy Study indicated that individuals are willing to walk up to 700 metres from their residence to public transit. Higher density residence development within that radius clearly provides a good opportunity to maximize the use of public transit, particularly for work trips.

- **The desirability of including a resident population within the developing Metropolitan Centres.** This will encourage a greater range of activity in the Centres in keeping with the "downtown" atmosphere which is envisaged.

- **The objective of creating mixed use areas in centres, development nodes and along arterial roads to encourage better utilization of infrastructure.**

- **The intention of maintaining the existing stock of sound housing in neighbourhood settings.**

- **The need to provide alternate uses for areas whose existing function becomes obsolete.** An excellent example is the development of the St. Lawrence Community in downtown Toronto. With impetus coming from the City, 44 acres of what had become marginal industry and parking lots has been redeveloped into a pleasant residential community. Private redevelopment has been attracted to the surrounding areas.

- **The need to provide accommodation for the projected increase in households when relatively little vacant land exists in Metro.** These new units should

respond to the changing demographics within Metro, as well as provide an opportunity for improving live/work relationships within the municipality.

Implementation of these objectives through land use regulation remains the responsibility of the area municipalities.

7.4 Initiatives of Area Municipalities

7.4.1. The Inner Three Municipalities

Virtually all new housing in the three older municipalities (Toronto, York, East York) over the last 30 years has been provided through redevelopment. However, the attitudes and opportunities in these municipalities vary considerably.

Of the three municipalities, Toronto is most able to provide a climate conducive to redevelopment. The attractiveness of the Central Area, the availability of sites ripe for a change in use, accessibility to rapid transit, and willingness of financial institutions to invest here, provide a magnet for redevelopment. In addition, Toronto has taken an active role in the process by defining policies to encourage residential redevelopment and as a developer through Cityhome, the municipal non-profit housing company.

The St. Lawrence and Frankel-Lambert neighbourhoods are excellent examples of redevelopment of uneconomical non-residential areas for housing undertaken under the auspices of Cityhome. The municipality's 1976 housing policy amendments set targets for private and social housing units in the Central area, provided for bonus densities where social housing is included in a development, and required a housing component in conjunction with commercial development in large sections of the Central Area.

The Toronto Official Plan provides the following criteria for the location of new housing in the municipality:

- within existing low rise residential areas, if the stability of such areas is not jeopardized;

- adjacent to or within existing residential areas on lands gained through assembly, demolition or redevelopment, if the new housing is physically and socially compatible with the existing residential area;
- on obsolete industrial lands; and,
- within the new residential and mixed commercial/residential projects of the central core.

The Toronto policies specifically reflect Metro concerns in requiring that future designation for high density development be in proximity to rapid transit stations and arterial roads, or to regional and district centres, and by requiring that the need be justified on the basis of the existing supply of and demand for high density development.

In addition, the Planning and Development Department, in conjunction with other Toronto departments, has taken an active role in promoting preservation of the existing rental stock by restrictions on demolition of rental properties as well as in providing for additional redevelopment (e.g., within the Central Waterfront, in conjunction with shopping centres, etc.). Given the uncertain housing market over the last 10 years, these measures have still been successful in attracting new residential development.

However, the market, as well as certain elements in the policy, had the effect of skewing redevelopment in favour of expensive condominiums. In an effort to provide housing suitable for families, the zoning by-law had adopted a unit per hectare density control. This resulted in units, often as large as 200 square metres. The resulting developments were sometines massive (the F.S.I. was occasionally 13.0 or more) and were targetted to the luxury market. More recent inclusion of an alternate floor space index control was intended to encourage developers to build a larger number of smaller units, suitable for the rental market and the moderate income ownership market. To date, the primary effect has been the construction of more modestly priced condominiums in the Central Area. Co-operative and non-profit agencies (including Cityhome) remain the main providers of new rental accommodation in Toronto. The Central Area contains the largest proportion of designated redevelopment potential in Toronto.

Both East York and York experienced high redevelopment activity in the 1960's. Since that time there has been relatively little redevelopment in either municipality due to a shortage of suitable sites as well as a lack of development impetus.

East York policy is strongly oriented to the preservation of its residential communities and little opportunity exists for redevelopment in other areas. With its relatively small, non-residential tax base, redesignation of industrial lands is considered undesirable within present policy.

Borough planning staff suggest that the high proportion of elderly residents points to a potential demand for condominium accommodation. Such development would permit long time residents to remain in close proximity to familiar neighbourhoods but without the demands of single family home ownership. The shallow lot depths along arterial roads makes this difficult to achieve without assembly of adjacent residential lots. However, the recently revised Official Plan indicates the intent to explore methods of increasing the housing stock. Low rise, medium density redevelopment on the periphery of residential areas might prove acceptable to adjacent communities and would increase the variety of housing available. There is some concern that the areas with the greatest immediate redevelopment potential (along sections of Pape and Eglinton Avenues) would result in removal of older, moderate priced rental housing.

The York by-law designates a number of areas for higher density residential or mixed commercial/residential use. These include areas around the three commercial centres (Weston/Eglinton, the Westside Mall and Rogers/Silverthorne). In addition, several industrial/commercial sites have been designated for higher density development, as well as locations along Eglinton and Lawrence Avenues. It has been estimated that approximately 5 000 additional units could be constructed in these areas. The Official Plan also contains policies to permit higher density development within 450 metres of a transit artery served by 15 or more public transit vehicles in each direction during peak hours.

A number of factors appear to have slowed redevelopment in the municipality in recent years. These include the overall decline in construction of rental accommodation and a lack of attraction of condominium builders to the sites available for redevelopment. This is particularly true of sites adjacent to industrial areas which lack an attractive environment. Studies intended for the Black Creek-Eglinton area are anticipated to improve the attractiveness of the area for multiple dwellings. In addition, the municipality should continue recent initiatives to improve elements of civic design.

In each of the three inner municipalities, a long term pattern has been for existing single family housing along arterial roads to be converted to business and professional uses. However, these converted dwellings can be seen as an interim use as assembly of several such sites lends to redevelopment for a more intensive use. Apartment condominiums or rental types are often economically justified. This redevelopment pattern has the advantage of resulting in new dwellings which are:

- constructed so as to minimize traffic noise in the apartments;
- easily accessible for pedestrians to transit;
- economically supportive of local retailing;
- more compatible with traffic movement than the numerous driveways of single lot development; and,
- in some respects protective of adjacent neightbourhoods.

7.4.2 The Three Suburban Municipalities

Until recent years, residential development in North York, Scarborough and Etobicoke took place essentially on raw land. Today, residential redevelopment is occurring slowly, primarily along the rapid transit lines on larger sites which do not require time consuming assembly.

Scarborough still has significant amounts of undeveloped land designated for multiple family use on recent plans of subdivision. There is little pressure for redevelopment. However, the municipality has introduced policies or initiated studies to permit redevelopment when demand occurs.

Within local commercial centres, and adjacent to some high volume transit routes, policies have been introduced which permit mixed use development. The intent is to provide for greater variety of uses at densities which will permit a more attractive streetscape than the existing predominately single storey development. In addition, staff have examined the development potential along the route of the proposed Sheppard rapid transit line and developed general guidelines to encourage increased development where considered feasible. Permitted densities in mixed use areas and in those sites subject to redevelopment range up to 150 units per hectare.

Residential development is permitted in the Scarborough City Centre, designated as a major Metropolitan Centre. However, unlike the Centres in the other municipalities, this will not involve redevelopment.

Residential redevelopment is unlikely to play a significant role in Scarborough for the next 10 years. Marginal commercial and industrial lands will continue to yield some potential. **In order to provide more housing and to preserve the convenience of local plazas, it is suggested that mixed use redevelopment of these areas be encouraged.** Construction of the Sheppard rapid transit line would encourage redevelopment at station locations. Generally, however, new construction will form the bulk of development in Scarborough.

With little remaining vacant land, Etobicoke is entering the redevelopment stage. Most of the municipality north of Bloor Street West was developed after the Second World War and, consequently, buildings are in good condition with limited opportunities for redevelopment. However, a significant amount of residential redevelopment has occurred in the vicinity of the Islington subway station and recent studies suggest potential for an additional 2 800 units within this designated Metropolitan Centre. Public input into a recent proposal in the area indicated that considerable demand exists from present homeowners in the area for condominium units. While undoubtedly the subway makes the Bloor-Islington-Kipling area particularly attractive, similar demand may exist for condominiums close to residential areas in other parts of the municipality. Another major redevelopment site, the motel strip has been proposed in recent years. This site would have a potential of about 1 500 units, depending on the land use mix ultimately approved.

Redevelopment of surplus school sites has occurred and other sites are being examined. As elementary schools are generally within the heart of low density residential areas, only low to moderate densities are anticipated. (This is true of most surplus elementary schools in Metro.) Secondary school sites, being generally located on arterial roads, will lend themselves to higher density redevelopment or conversion of the existing building for specialized residential or other uses. However, the very limited number of such sites being surplus to community needs reduces their quantitative significance at the Metropolitan scale.

Municipal staff have suggested that some potential for redevelopment exists on marginal or non-conforming industrial sites as well as uneconomic strip plazas, primarily in the southern part of the municipality. There are more easily developable lands in the north end of Etobicoke for multiple family housing, including those on approved plans of subdivision. However, most of the development activity in the central and south parts of the municipality will be through redevelopment. Many of these redevelopment areas have been identified in recent studies and sites have or will be redesignated for higher density residential use in the Official Plan.

Of the three suburban municipalities, North York is most actively in the redevelopment phase. Virtually no sites are prezoned for higher density development, although the Official Plan does provide some direction in a number of areas. As a result, a lengthy approval process is necessary before a building permit can be issued. This is generally true in all area municipalities.

The Official Plan permits floor area to lot ratios of up to 4.5 in the North York Centre, designated a major Metropolitan Centre. Densities of 40-60 units per acre are the norm in other areas of the municipality, subject to redevelopment. However, the need for site specific amendment to the zoning by-law means that in practice densities often exceed the existing general provisions.

Redevelopment has occurred in most areas of the municipality but has been particularly prevalent in the Yonge Street corridor, occasionally replacing older low rise rental apartment units with condominiums.

The North York Centre, (particularly around the Finch and Sheppard intersections) the Don Mills Shopping Centre and the vicinity of the York Mills subway station, have been favoured sites. The North York Centre is being planned to house more than 20 000 residents. At this time, considerable additional redevelopment potential remains and present municipal proposals suggest that residential redevelopment be emphasized in the northern part of the centre, oriented to the Finch subway station. In addition, very extensive mixed use redevelopment at the Maclean Hunter site (Yonge Street and Highway No. 401) is being studied.

Most older commercial strips permit apartment development up to 37 feet in height. The factor inhibiting high rise redevelopment is the depth of the lots which are frequently insufficient to provide setbacks from adjacent residential areas.

Developers have shown little interest in residential redevelopment of existing suburban strip-commercial plazas. The availability of deep lots might reduce ratepayer opposition but existing leases and the need for parking are serious constraints. The difficulties noted extend the redevelopment process. This time translates to financial uncertainty and consequently discourages private sector interest.

Existing shopping centres have potential for the addition of apartment structures to their site but the need to provide parking structures for the centres' requirements is an economic obstacle to this resource. Nevertheless, the concept merits area municipal consideration.

The North York School Board has a policy of retaining existing surplus school properties and renting them for community uses. With continued declining enrolment, redevelopment of the sites may become necessary since the cost of operation is barely offset by the rent received. Redevelopment of these sites would likely result in low density housing similar to that in the surrounding neighbourhood. That has been the pattern on the undeveloped school sites sold to date.

Considerable redevelopment potential exists in North York along arterial roads and particularly in the vicinity of existing and proposed rapid transit station, including the proposed Sheppard line. At present along Sheppard Avenue, small post war housing is undergoing re-use for professional and commercial purposes. Due to the rapid transit proposals, redevelopment of those sites which are in close proximity to future station locations for housing or mixed use development should be anticipated. To a lesser degree is this also true of Finch Avenue lands as one approaches Yonge Street from the east or west.

A number of small plazas along arterial roads reflect an underutilization of lands suitable for intensification. Redevelopment for mixed commercial/residential uses should be considered in order to complement the residential character of adjacent areas and to maintain the retail uses which serve adjacent residential areas. However, the difficulties noted need to be addressed.

Along arterial roads serving the three suburban municipalities (i.e., Etobicoke, North York and Scarborough), extensive amounts of land were originally urbanized for low density residential uses in the form of single's, semi-detached, and some four plexes. In recent years, in response to various commercial pressures, some of these dwelling have been converted to business and professional uses, just as in the inner three municipalities. Eventual redevelopment of these sites may include residential or mixed use development.

7.5 Considerations for Redevelopment

Of the approximately 209 000 additional units required in Metropolitan Toronto by 2011, the largest proportion will be provided through redevelopment of existing uses. Discussions with area municipal staffs suggest that a wide range of sites are suitable for redevelopment. However, developers are frequently faced with public opposition and lengthy approval procedures before construction can commence. It was mentioned a number of times that ratepayer groups often automatically perceive high density development negatively. Issues over minor design elements sometimes appear exaggerated, while other aspects of community impact (such as overall building mass, setback or buffering provisions, means of visually integrating the building into the adjacent

residential area and building orientation) are generally reasonably addressed and resolved at the staff level. **Each proposal is viewed as a separate battle and few gains seem to be made from examples of successful and attractive projects. This process is greatly in need of improvement both from the perspective of the developer and the neighbourhood.**

1. Planning and the Local Community

Generally speaking, the developer, the urban planner and the community meet only when change is proposed. Generally, the situation is adversarial. Residents often have only a sketchy knowledge of development provisions for their neighbourhood and under the pressure to comment are not disposed to consider real impacts or alternatives. The planner, on the other hand, has the benefit of lengthy discussions with the developer during which many concessions may have been made and is often at a loss when faced with open hostility.

Measures are needed to ensure better communication before development issues arise such as opening of district planning offices. There are, of course, costs attached to this approach and a head office/branch plant mentality may arise in the department. Where this approach is not considered feasible, a simpler method might be an overall campaign based on a series of seminars for local politicians, leaders of ratepayers groups, community organizations, the local press, and special interest groups to acquaint them with the potential and the deficiencies of existing regulations, as well as the human and environmental issues which need to be addressed.

Exchange of information is not an automatic panacea for confrontation but it would ensure a better understanding of issues than can be obtained in the heat of debate.

2. Proactive Planning

Five of the six area municipalities have recently reviewed, or are in the process of reviewing, their official plan policies. Despite these recent or ongoing reviews **there is a tendency for planning in Metro to be reactive rather than**

proactive. This is partly due to the perceived resistance to change on the part of community groups, discussed above. **However, it is the role of planning departments to anticipate trends and their potential impact on the community.** In practical terms, this suggests:

- delineating areas where change is likely to occur, taking into account social and economic consideration;
- informing both politicians and the public of emerging issues so that new policies may be developed;
- framing policies to guide that change to the advantage of the community;
- identifying ahead of time new facilities which must be provided to respond to that change.

3. Facilitating Development

Relatively few sites are zoned to permit immediate redevelopment. This lengthens the approval process and increases costs to the developer and ultimately the occupant. Municipalities often argue the need to review proposals in order to ensure well integrated development. **Use of site plan control by-laws, in conjunction with zoning, could achieve some of these objectives with greater efficiency.** Where the municipality has particular objectives or the site exhibits specific constraints, the approval process would be assisted if municipal objectives were clearly spelled out in an appropriate official plan statement.

4. Use of Density Criteria

Where a municipality has particular locational or design objectives, **the application of criteria to attain increased densities is a useful planning tool** which is not frequently used today. The previous Metropolitan Apartment Density Policy (rescinded in 1980) encouraged higher densities within 1 500 feet of rapid transit stations and along high capacity transit routes. This remains a Metropolitan objective. Other objectives such as mixing townhouses and apartments to provide better integration with an adjacent residential area can be achieved by the use of density bonuses.

5. Flexible Density Regulations

The widespread use of unit per hectare controls has tended to encourage construction of large units suitable only for the luxury rental or condominium market. A floor space to site area ratio control (F.S.I.) encourages provision of a larger number of small units as well as market flexibility. Given the economics of the rental market today, as well as the current demand for condominiums of more moderate size and price, the option of producing smaller units with competitive densities should also be available. There is a market for both types of units. **The zoning by-law can encourage this variety by permitting an alternative of either floor space index or unit per acre development criteria.**

6. Locational Considerations

This topic will be discussed in greater detail in Section 9.0. However, as previously noted, **the need exists to pre-zone areas which are suitable for redevelopment.** The density of this zoning should vary primarily in relation to the level of public transit service as well as the availability of community facilities. As a minimum, sites where redevelopment is considered desirable should be designated in the Official Plan. A holding by-law (under Section 34 of the Planning Act) could be placed on such pre-zoned sites to ensure appropriate testing of actual development proposals.

7. Design Considerations

Resistance to redevelopment for higher density is largely due to the building form widely applied since World War II, namely, the tower block. From the developer's point of view, a single tower or a 'slab' is the preferred form of high density apartment development. The existing zoning by-laws and other approval mechanisms are, in general, geared for the evaluation and processing of such architectural forms.

However, there have been many successful examples of high density housing which are not in the 'slab' form. Utilizing imginative design, these achieve a high degree of integration and neighbourhood acceptance. **The application of urban design criteria with regard to massing, orientation, and the envelope of the high density residential development are important elements of the design**

process to resolve neighbourhood conflicts. Concern for privacy, the gradual transition of building height (stepped or terraced buildings), adequate and well landscaped open space are among deciding elements in judging the quality of design. In order to promote more innovative forms of high density residential projects, amendment of "standard" existing local zoning regulations may be necessary. This should follow setting out and adopting as policy urban design criteria which would both satisfy neighbourhood demands and also provide a design framework for the developer.

8. Re-use of Obsolete Non-Residential Buildings and Areas

Non-residential buildings do not lend themselves easily to residential renovation and the costs are often similar to new construction. However, it is often a good technique for preserving historic buildings and for mixed use areas. Where feasible, bonusing should be considered, provided it is in proximity to residential facilities.

Redevelopment of obsolete non-residential areas is an option which must increasingly be considered in Metropolitan Toronto. Structures which have outlived their economic usefulness can generally be redeveloped only for a use which provides a greater return on investment. Such redevelopment may have the advantage of provoking little ratepayer opposition. Municipalities should undertake studies to determine the feasibility of redesignations, particularly at the edges of areas which abut existing residential lands.

9. Urban Design Considerations

There is a tendency to forget that **residents of high rise buildings also have a need and desire for an attractive residential environment.** Change in building scale along a street should include the upgrading or modification of sidewalk spaces, public landscaping and street furniture, the provision of parkettes and upgrading of community facilities. This aspect of redevelopment will become increasingly important where marginal or non-residential areas are involved.

Conclusion

More than 50% of Metro's population live in apartment buildings. That proportion will grow in the future. If a sufficient supply of housing is to be produced and an attractive environment maintained, municipalities must take an active part in reducing the time required to process redevelopment applications. This is possible and feasible. A proactive process which provides common solutions to typical issues can replace the need to resolve the same questions with each redevelopment proposal; this would protect both the existing neighbourhood and respond to the economic interests of developers.

The following section will examine Metropolitan interests in the distribution of higher densities, including locational considerations as they relate to Metropolitan policy.

8.0 DISTRIBUTION OF DENSITIES IN METROPOLITAN TORONTO

8.1 Existing and Previous Policy

The Metropolitan Official Plan indicates that among the Corporation's role and responsibilities in matters of housing and residential development is:

> ". . . the broad distribution of population and residential development." (Section 7.A.3.a)

The Plan is not a land use plan in the traditional sense and, as a result, does not designate specific areas for residential development. Direction concerning the location of higher density residential development is couched in the most general terms within Section 7. These include:

- encouraging ". . . new residential development to locate near employment activities and transportation facilities at appropriate densities;" (Section 7.A.1.d)
- supporting ". . . mixed use development as may be appropriate in commercial centres and districts;" (Section 7.B.4.b)
- encouraging ". . . redesignation of land uses which have become inappropriate;" (Section 7.B.4.d)

and directing area municipalities in assigning population and building densities to:

a. utilize lands efficiently;

b. integrate appropriate residential development with designated **Metropolitan Centres** and other commercial centres; and

c. relate densities of residential development to the levels of transportation services. (Section 7.B.6)

However, the plan does suggest that:

> "In order to assist **Council** and the **Area Municipalities** in matters pertaining to the density of multiple dwellings (including apartments), **Council,** in consultation with **Area Municipalities,** will develop residential density policies reflecting changing building form and transportation accessibility." (Section 7.B.8)

This policy was inserted in the plan at a time when the previous Metropolitan Apartment Density Policy (M.A.D.C.P.) was under review and consideration was being given to replacing it with a policy which reflected changes to the Metropolitan infrastructure and which better expressed Metropolitan aspirations

in the 1980's. The provisions of the M.A.D.C.P. were discussed earlier in Section 1 of this report.

During the thirteen years the Apartment Density Policy was in effect it had a guiding influence on municipal density policy, and very few exemptions were required to the policy. The M.A.D.C.P. was rescinded in 1980 based primarily on consideration of changes which had occurred to area municipal development regulations.

The staff report which recommended that the policy be rescinded stated that:

> "Metropolitan interest in the future of apartments and residential development in general will relate to the efficient use of remaining vacant land and the prospects for redevelopment to promote optimal use of municipal infrastructure. Further work will have to be undertaken to investigate the appropriateness of specific policies or guidelines for development in centres and other transit-oriented locations."[1]

This section of the report will outline the basis of Metropolitan interest in the distribution of medium and higher density residential development and suggest criteria for its location within the municipality.

8.2 Density Distribution as a Metropolitan Concern

The early sections of this report have indicated a projected demand for a substantial number of additional units in Metro over the next 25 years. A shortage of vacant land dictates that a large proportion of these additional units will be provided though redevelopment, infill or conversion of existing dwellings. Changes to zoning bylaws would be required in most instances to accommodate this intensification.

Locational choices for these units, particularly at the higher densities which normally accompany redevelopment, can play an important role in achieving Metropolitan objectives. However, in reviewing existing designations which would permit redevelopment, it became apparent that municipal regulations do not always reflect those objectives.

The following discussion indicates areas in which Metro has a particular interest in the density of development.

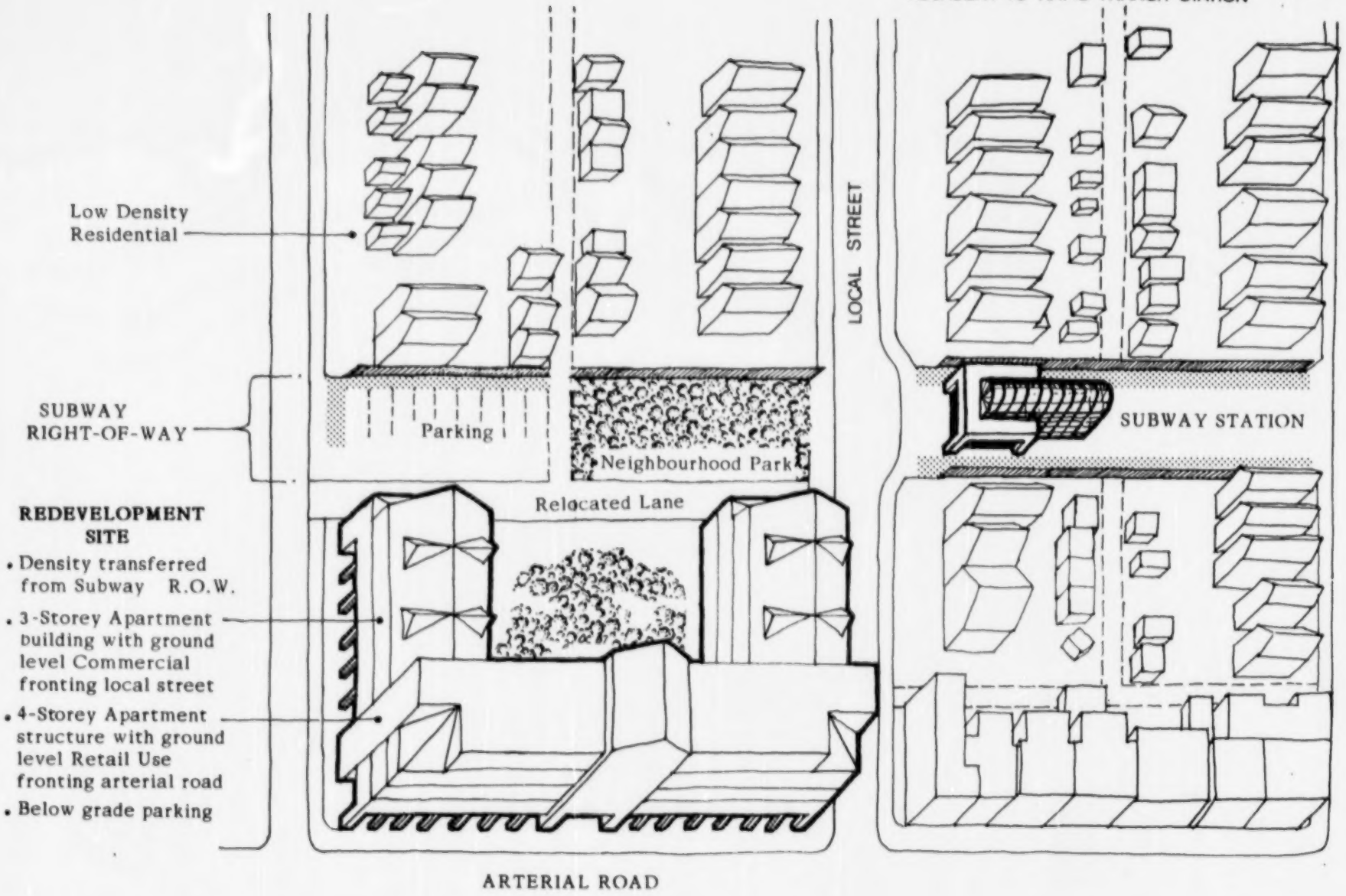
8.2.1 Proximity to Rapid Transit

The existing rapid transit system represents a considerable public investment; expansion of the system is provided in recently adopted Official Plan Amendments (i.e., Nos. 7 and 8). As will be discussed below, **higher transit ridership results from apartment development near subway stations.** However, in examining areas designated for higher density residential development in area municipal plans, the lack of redevelopment opportunities around a number of subway stations was apparent. It was most evident along section of the Bloor/Danforth subway where adjacent development (both residential and commercial) is predominantly lower density.

The objective of protecting stable residential neighbourhods should not result in automatically discounting the potential for higher density uses. In a number of instances, the subway is located north of the commercial frontage, providing a new 'edge' to the neighbourhood and increasing the potential lot depth available for redevelopment. This is illustrated on the diagram on page 102 which compares present development with a pattern that reflects the transit availability. In other instances, opportunities may exist for providing an increased redevelopment area on the fringes of the residential neighbourhood, particularly along certain sections of the Metropolitan arterial roads.

The importance of higher density development in capturing transit ridership was indicated in the Metropolitan Toronto Area Transportation Study, Phase II (M.T.A.T.E.S.).[2] That study showed that apartment buildings up to 750 metres from a transit station will likely produce high transit ridership (above 50% modal split for those stations surveyed). In contrast, ridership for residential areas around a bus stop dropped significantly beyond 350-400 meters. Single family houses around transit stations displayed a modal split more than 10% lower than apartments within the same radius.

FIGURE 3:
ILLUSTRATION OF REDEVELOPMENT PROTENTIAL
ADJACENT TO RAPID TRANSIT STATION



The benefits of using higher density residential development around rapid transit stations become obvious if the difference in unit potential within a given radius is taken into account. Assuming that lands used for single family units are developed at 20 units per hectare, and that they could be redeveloped for apartments at 150 units per hectare, the resulting transit ridership for a site would be 850% greater.

It can be seen that **the Metropolitan objective of increasing transit ridership can be most effectively implemented in relation to residential development by providing opportunities for higher density development up to 650-750 metres of a transit station, recognizing that not all of the lands within this radius are suitable for intensification.**

The decision to undertake residential redesignation should be tempered by the discussion in the following subsection.

8.2.2 Creation of Mixed Use Nodes

The Metropolitan Plan supports the development of mixed use nodes, in addition to designated Metropolitan Centres, along existing rapid transit facilities (Section 3.B.5). The rationale for inclusion of higher density residential uses is discussed in the above subsection.

However, the findings of the M.T.A.T.E.S. study[3] suggest a refinement to the location of residential and employment uses around rapid transit stations. The analysis conducted on modal split of work trips to office locations near rapid transit stations indicates a positive relationship between proximity and modal split. For buildings within 450 metres, the modal split at mid-town stations was 65-75% in favour of transit, and for suburban stations, 50-65%. The average modal split for the traffic zones containing these stations indicates a significant decline in ridership as distance from the station increased. In contrast, high density residential development maintains a relatively high modal split over a larger radius.

A theoretical comparison of ridership generated by commercial or residential development near a rapid transit station indicated the following:

- office uses developed at a floor space index of 2.5 would generate 700 transit work trips per hectare;
- residential development at 200 units per hectare would generate 120 transit work trips.

Clearly, **there should be a preference to locate employment uses in close proximity to rapid transit stations. Residential development located slightly further away from the station will not result in significantly reduced transit ridership.**

The discussion concludes:

> "high density employment should be located within 350-450 metres of the station, whereas apartments can be located up to 750 metres away and maintain high levels of transit usage and therefore energy efficiency".[4]

Section 5.E.2.a of the Metropolitan Plan does ". . . encourage office, retail and institutional development (to locate) within approximately 300 metres of a rapid transit station . . ", this policy is generally supported by the findings of the M.T.A.T.E.S., but there is no similar policy applying to location of higher density residential use. In view of the greater 'walk-in' radius associated with residential development, a policy guideline of up to 600-700 metres is suggested.

Generally discussion of mixed use development refers to high density nodes located within area well served by public transit. These concentrations provide a variety of services and land uses, result in higher transit usage and add to the sense of vitality in the municipality. This type of development is normally associated with Metropolitan or local centres.

Office Parks lack amenities such as retail and day care facilities normally associated with higher density employment areas. Inclusion of a limited residential component could improve transit usage as well as encourage the location of service facilities.

The majority of office parks are substantially developed and may not have sites suitable for residential use. However, where sites are available for which a reasonable residential environment can be provided, this option should be explored as a means of increasing the diversity within the office parks and of increasing the potential supply of housing sites.

8.2.3 Obsolete Uses and Structure

The changing nature of industry and retailing, as well as normal structural deterioration, result in buildings becoming obsolete for their existing use. If orderly redevelopment or re-use is to be achieved it is necessary to anticipate the need for change; upgrading of infrastructure may be required. This is particularly important where a broad area or large site may be involved, or where redevelopment would involve a significant change in use or density.

In many instances the change is one of degree rather than of primary use, e.g. redevelopment of low density office buildings to higher density, expansion and enclosure of retail malls or replacement of single family houses with apartments or mixed use development. However, particularly in the older areas of Metro, established uses which are no longer viable may be ripe for change. Under both circumstances there is a need to identify and plan for change.

An examination of area municipal official plans indicates that clear direction to guide change is generally absent, even though the likelihood of change is already apparent. There is a similar lack of pre-zoning to create higher density nodes around areas well served by transit.

As a result, there is a greater probability of piecemeal redevelopment in which each rezoning requires lengthy consideration. With this process, community facilities required to serve the increased population are not adequately planned into the overall development. Adoption of plans which accommodate redevelopment is unlikely to be achieved easily. However, opposition might be tempered by the realization that identification of areas of change results equally in identification of those areas which will essentially retain their present character.

It is suggested that area municipal plans be amended to identify locations where higher density residential or mixed use redevelopment will be encouraged, and the conditions or criteria by which such redevelopment would obtain municipal support. This could include:

- appropriate building height and mass, particularly in proximity to lower density residential areas;
- access to serve any increased traffic in and around the redevelopment area; and,
- the provision of needed support facilities such as piped services, convenience shopping, local recreational facilities, day care centres, etc.

Locations which should be examined to determine the desirability of higher density residential development and/or change in use include:

- areas adjacent to existing and committed rapid transit stations;
- older shopping plazas which may no longer be viable;
- older industrial areas where evidence of change in use or high vacancy exists; and,
- school sites along arterial roads which are surplus to the needs of the Board of Education.

Only a proportion of sites which fall into the above categories may be suitable for higher density residential or mixed use development. The most important factors will be the ability to ensure an acceptable residential environment, as well as the desirability of retaining the existing use.

8.3 Metropolitan-owned Lands

Metropolitan Toronto has a significant inventory of vacant land, acquired primarily for its operating departments and the T.T.C. in relation to the provision of facilities and services. When lands are declared surplus to operating requirements, the normal practice is to determine if another department, municipality, government or agency has need of the lands and, if not, they are

evaluated and listed with the Toronto Real Estate Board for sale. It is unusual for development conditions to be specified as part of the transaction. In some instances (particularly in relation to subway air rights or land acquired in conjunction with subway construction), a developer may approach the Corporation and enter into negotiation for purchase or long term lease of specific properties. The present process was established by Metropolitan Council in 1978; this is currently under review by the Chief Administrative Officer's Department. (Management Sub-committee, Report No. 2, Clause No. 8, April 4, 1978).

Disposal of Metro-owned lands presents an opportunity for the municipality to ensure that certain policy objectives are met. Additional medium and high density housing, whether rental or owned, is certainly one of those. Therefore, when surplus lands are to be disposed of, Metro objectives for housing intensification should be considered.

8.4 The Adoption of a Metropolitan Density Policy

Metropolitan Toronto clearly has an interest in the distribution of residential densities throughout the planning area. As has been discussed:

- higher densities around subway stations and along well serviced transit routes increase the use of public transit, resulting in more efficient use of the system and reduced road congestion;
- apartment development lends itself to inclusion in mixed use areas, increasing the vitality of an area as well as potentially reducing trip lengths;
- in areas ripe for redevelopment, residential and mixed use development provides a viable alternate use; and,
- the distribution of these higher density nodes increases the potential for more efficient live/work relationships and more variety in housing types available in proximity to employment areas.

Not all of these Metropolitan objectives are reflected in area municipal plans. In order to implement these Metropolitan objectives at the local level, there is a

need to review area municipal policies and regulations to determine the opportunity for greater flexibility within residential areas and to identify through official plan reviews those areas which are suitable for redevelopment, as discussed earlier in this report. Adoption of a Metropolitan Density Policy which indicates those areas most appropriate for higher density development could be a useful tool in this process.

9.0 CONCLUSIONS AND RECOMMENDATIONS

9.1 Facilitating Intensification

Over the next 25 years there will be a demand for approximately 209 000 additional housing units in Metropolitan Toronto, of which only about 20% can be accommodated on the remaining vacant land. If Metropolitan Toronto is to provide a reasonable live/work relationship and maintain the ability to attract new employment growth, the remaining units must be provided through redevelopment of existing uses, infill in residential areas, or more efficient use of existing buildings. While the largest demand will be for ownership housing, the present shortage of rental units indicates a need for substantial additions to the rental stock.

A large proportion of the demand will come from two-person households composed of the elderly, young couples or single parent households. While traditionally, elderly couples have tended to remain in their homes, there appears to be increasing acceptance of condominium living as an alternative, particularly when provided close to the neighbourhood in which they have lived. Continuation of this trend will have the effect of freeing up lower density housing for younger families.

The growth in smaller sized households (single person households will also increase) suggests a demand for smaller units, particularly affordable units which the private rental market has been unable to provide in recent years. Responding to the housing demand will require more efficient use of land and buildings. Area municipal regulations respond in varying degrees to the need for intensification within the built up area. However, a more concerted effort is required to ensure that the potential for additional units is realized.

The following discussion summarizes the observations and proposals of this report.

9.1.1 Subdivisions

Recent demand has been for single family housing. The market has accommodated this demand by decreasing the lot size of single family housing and developing relatively few attached or multiple dwellings. This has often resulted in unattractive streetscapes as well as a lack of variety in available housing types, particularly rental housing, in the new communities. An effort should be made to improve the design and unit mix in new subdivisions to provide a more attractive environment and better social mix. Some overall increase in density will result from inclusion of multiple unit blocks on new plans of subdivision as an alternative to small lots. However, it is clear that continued market demand for single family housing makes the availability of new units within Metro a desirable objective.

9.1.2 Conversion

Provision of additional units in existing housing would have the advantage of increasing the rental stock at relatively little public cost and would also assist in reducing the cost of home ownership.

The number of ancillary units within converted houses in Toronto has been declining as a result of "whitepainting". Regulations of the other area municipalities provide little opportunity for the creation of ancillary units. In order to broaden the potential for residential conversion it would be necessary to revise zoning by-laws and to provide incentives to the municipality and the homeowner. The following measures are suggested to initiate a more active response to conversion.

1. **The Metropolitan Official Plan be amended both to indicate support to "conversion" as a technique to obtain more housing, and also to encourage area municipalities to amend their official plans to include criteria in accordance with which conversions would be permitted, possibly on a neighbourhood rather than a municipality-wide basis.**

(2) Area municipalities should review their zoning by-laws to establish a "converted dwelling unit" category, and subsequently amend the by-laws to permit conversion in certain areas where this may be suitable. Converted units should not be subject to more stringent controls in regard to age of building, setbacks, design considerations, etc., than apply to single family housing. However, the policy and by-law could specify size, number of units to be permitted in a dwelling, and parking requirements.

3. The Ministry of Municipal Affairs should provide incentives to municipalities to revise their zoning by-laws. These could include financial assistance to permit the necessary surveys and public meetings to be undertaken and per unit grants for units created under the new by-laws. Development by the Ministry of Housing of model by-laws based on typical older neighbourhoods and post-war suburbs might be useful to municipalities.

4. Financial incentives in the form of loan insurance or forgiveable grants should be offered by the Province to homeowners who provide additional units which remain in the rental market for a specified time period.

5. Metropolitan Toronto in co-operation with area municipalities should initiate measures to consider the implications, problems and potential of conversion in various communities. This could include:

   . a series of community-based information and educational open houses to address some of the concerns associated with conversion;

   . preparation of printed information kits for individuals who may be interested in obtaining municipal approval for a converted unit; such kits to describe the procedures for submitting an application and also setting out applicable municipal standards.

6. The Landlord and Tenant Act should be reviewed to determine whether certain provisions which are particularly onerous when applied to rental units in small owner occupied properties could be softened. Metropolitan Council should approach the Ministry of Housing in this regard.

7. The Federal government should be requested to provide appropriate relief from income tax on rental income where an additional unit has been created in an owner occupied dwelling.

It will take a concerted effort to change attitudes toward conversion. However, recent studies by the Ministry of Housing indicate that interest in providing additional units does exist among homeowners.

9.1.3 Infill

Infill provides the opportunity for more efficient use of land within residential communities without appreciably changing the character of the area. Since the configuration of sites, as well as the design solutions adopted, varies widely it is difficult to incorporate standard criteria into zoning by-laws. However, existing provisions do not accommodate infill since by-law regulations tend to mirror existing development, particularly in suburban areas. In order to assist the infill process, it is recommended that:

8. Area municipalities take the following initiatives:

(1) incorporate policies governing infill development into the Official Plan;

(2) examine by-law standards and making provision for reduced lot frontages on a municipal or neighbourhood basis where infill is involved;

(3) ensure that infill, when it occurs, achieves a suitable neighbourhood 'fit' - a criterion dependent primarily on the mass, height and overall setback of a development.

9. Metropolitan Toronto should assist in promoting infill development by facilitating the exhange of ideas on the opportunity and importance of this process with area municipalities.

9.1.4 Redevelopment

The forms of housing intensification discussed above will play a role in accommodating the anticipated growth in households in Metro and will increase the variety of housing available. However, the largest proportion of the demand will be met through redevelopment in medium and higher density projects.

The Metropolitan Plan does not indicate clearly the Metropolitan interest in redevelopment, nor provide guidance for area municipalities in respect to the characteristics of locations most suitable for higher density redevelopment. In reviewing area municipal official plans and zoning by-laws it was apparent that in some instances the need for redevelopment has not been adequately accommodated. As a result redesignation is required for each development proposal. This increases the cost of a project due to lengthy processing delays and leads to opposition from citizen groups who feel uncertainty about the overall objectives for their area.

Initiatives which should be undertaken by both Metropolitan Toronto and the area municipalities include:

10. The Metropolitan Plan should set out general criteria, indicating those types of areas most desirable for residential redevelopment from the Metropolitan perspective, including:

- **obsolete commercial and industrial areas;**
- **low density areas along Metropolitan arterial roads;**
- **underdeveloped lands within mixed use nodes and centres; and,**
- **sites within 650 metres to 750 metres of rapid transit stations.**

Application of the criteria would be subject to area municipal determination of the appropriateness of such redevelopment in specific areas.

11. To implement above item (10), area municipal official plans should set out specific criteria under which redevelopment for residential use would be supported in principle; and zoning by-laws should be amended to provide for the redevelopment of specific areas which meet those official plan criteria.

Site plan control by-laws will adequately address the remaining development conditions of municipalities.

12. **The attainment of Metropolitan housing objectives should be considered when the disposal of Metro-owned lands is proposed.**

13. **Where feasible, conversion and rehabilitation of non-residential buildings for residential use should be encouraged.**

14. **Area municipal plans should provide for mixed use development, particularly along arterial roads and in Metropolitan and local centres.**

15. **Both floor space index and unit per hectare density controls should be incorporated into area municipal zoning by-laws in order to encourage development of smaller rental units without precluding the larger units sought by the luxury or condominium markets.**

9.2 Conclusion

Metro Toronto has limited capacity to meet the future demand for housing through development of vacant land. In order to meet the future need for housing, to effectively utilize the existing infrastructure, to promote a good live/work relationship and to maintain economic growth, it is recommended that Metropolitan Toronto promote residential intensification. This could be achieved through more specific policies which indicate Metro's interest in residential intensification and by Metro co-operating with area municipalities in measures designed to create a more favourable climate for intensification. However, implementation rests primarily with area municipalities. Their planning policies require amendment in order to accommodate conversion of existing units and infill within residential areas. In addition, redevelopoment policies are needed which would provide clear guidelines relating to municipal objectives for the future character and pattern of redevelopment within built up areas.

Failure to adequately address the housing intensification needs will negatively affect the economic future of Metropolitan Toronto and its constituent municipalities.

The policies concerning residential intensification contained in the Metropolitan Official Plan have been found by this review to remain valid and are confirmed. However, from the foregoing conclusions and the recommendations of this report it has been proposed that those policies should in some cases be rephrased. The purpose of this is:

- to establish a more proactive position;
- to be more specific in terms of housing intensification needs and means over the coming years; and,
- to encourage area municipal planning policies to not only protect existing sound neighbourhoods, but also address through overall policy those recurring issues arising throughout our community, namely infill, conversion and redevelopment.

FOOTNOTES

Section 1.0

1. Clause No. 2 of Report No. 4 of The Economic Development and Planning Committee, headed "Metropolitan Apartment Development Control Policy", adopted by the Council of the Municipality of Metropolitan Toronto at its meeting held on March 11, 1980.

2. Metropolitan Toronto Area Transportation Energy Study, Phase II. Background Report No. 2, Energy Conservation Through Transportation/Land Use. March, 1984. P. 71.

Section 2.0

1. Irving R. Silver Assoc., Pilot Study: Demographic Impacts on Canadian Housing Markets - Final Report, 1981, pg. 84

2. Demographics and Economic Reality: Impacts in the Housing Lifestyles on Affluent Canadians, Clayton Research Assoc., February 1985, p. 23

3. Quoted from an A.E. LePage survey reviewed by the Toronto Globe and Mail, October 20, 1986.

4. These figures were derived by applying the propensity to own ratio in each age group in 1981 (based on the 1981 census) to the number of households in each age group projected by the Metropolitan Planning Department's demographic model. These figures are similar to those obtained in a recent study undertaken for the Provincial Ministry of Municipal Affairs and Housing in which it was estimated that 72% of net household growth between 1981 and 2001 would be for ownership housing. See Study of Residential Intensification and Rental Housing Conservation Part 2: Economic and Demographic Trends for 80's and 90's. March, 1983.

5. In 1981, the propensity to own for family households was .632 and for non-family households .235. Assuming little change in the non-family propensity to own, this would yield 20 000 non-family owned units (85 000 X .235) leaving 130 000 family owned units.

Section 3.0

1. Metropolitan Toronto Planning Department, Employment Projections . . . a Working Paper, 1984, p. 32.

Section 4.0

1. The Official Plan of the Metropolitan Toronto Planning Area, Metropolitan Toronto Planning Board, 1959, pg. 85.

2. Vacant Residential Land in Metropolitan Toronto, Metropolitan Toronto Planning Dept., August 1977, updated July, 1985.

3. Multiples are street townhouses developed with an internal street system, i.e., as condominiums.

4. Clayton Research Assoc. Limited, Demand for New Housing in the Greater Toronto Area, 1984-1991, 1983.

5. This figure was based on the five years 1979, 1980, 1981, 1983 and 1984. The 1982 figures were omitted because the low level of units registered was an anomaly due to the recession.

Section 5.0

1. Metropolitan Toronto Planning Department, Metropolitan Toronto Assisted Housing Study: Part I, Determination of the Need for Assisted Housing. Toronto, April, 1983.

2. Marshall, Macklin, Monahan Ltd. for the Ministry of Municipal Affairs and Housing. The Potential Impact of Intensification on Parking Needs. Vols. 1 and 2, Toronto 1985.

Section 8.0

1. Clause No. 2 of Report No. 4 of The Planning Committee, headed "Metropolitan Apartment Development Control Policy", which was adopted by the Council of the Municipality of Metropolitan Toronto at its meeting held on March 11, 1980.

2. The Municipality of Metropolitan Toronto, Toronto Transit Commission, Energy Ontario, Metropolitan Toronto Area Transportation Energy Study, Phase II. Background Report No. 2, Energy Conservation Through Transportation/Land Use. March, 1984. Pp. 45-47.

3. M.T.A.T.E.S. Pp. 47-49.

4. M.T.A.T.E.S. P. 49.

APPENDIX

POPULATION INCREASE: CANADA, ONTARIO, TORONTO REGION AND METROPOLITAN TORONTO 1971-2011

	1971	1981	1991	2001	2011
Canada	21 568 300	24 343 200	26 392 800	27 957 400	29 141 600
Growth to*		2 774 900	2 049 600	1 564 600	1 184 200
% Growth		12.9	8.4	5.9	4.2
Ontario	7 703 100	8 625 100	9 205 400	9 644 400	10 037 300
		922 000	580 300	439 000	392 900
		12.0	6.7	4.8	4.1
Toronto Region	2 920 300	3 417 700	3 933 400	4 361 200	4 749 900
Population Projections Report (Case B)		497 400	515 700	427 800	388 700
		17.0	15.1	10.9	8.9
(Traffic Zone Projections)			(3 908 700)	(4 307 200)	(4 669 300)
			490 960	398 528	362 086
			14.4	10.2	8.4
Metropolitan Toronto	2 089 700	2 137 400	2 174 900	2 169 500	2 138 500
Population Projections Report (Case B)		47 666	37 505	-5 400	-31 000
		2.3	1.8	-0.2	-1.4
(Traffic Zone Projections)			(2 183 900)	(2 186 700)	(2 194 000)
			46 500	2 800	7 300
			2.2	0.1	0.3

Note: Projections for 1991, 2001 and 2011 based on Case B in Projections Report.
* Previous 10-year period.

All numbers have been rounded to the nearest 100.

Source: Metropolitan Toronto Planning Department
Projections: Population, Labour Force, Households and Housing, (February 1984)

Traffic Zone Projections (M-1-86 Scenario #1) from Research Division, Metropolitan Toronto Planning Department, May 1986

Table A1

Table A2

POPULATION OF METROPOLITAN TORONTO BY MUNICIPALITY, 1971-2011

	1971	1981	(1985)	1991	2001	2011	
Toronto							
Population	712 800	599 200	(606 250)	603 800	603 100	592 500	(1)
Growth (Past 10 years)	10 300	-113 600		4 600	-700	-10 600	
% Growth	1.5	-15.9		0.8	-0.1	-1.8	
				596 200	609 500	629 300	(2)
				-3 000	13 300	19 800	
				-0.5	2.2	3.2	
York							
Population	147 300	134 600	(133 860)	134 500	134 500	130 500	
Growth (Past 10 years)	7 900	-12 700		-100	0	-4 000	
% Growth	5.7	-8.6		-0.1	0.0	-3.0	
				134 500	132 100	131 100	
				-100	-2 400	1 000	
				0.0	-1.8	.8	
East York							
Population	104 800	102 000	(97 680)	101 800	99 800	96 300	
Growth (Past 10 years)	13 800	-2 800		-200	-2 000	-3 500	
% Growth	15.2	-2.7		-0.2	-2.0	-3.5	
				95 900	93 800	92 900	
				-6 100	-2 100	-900	
				-6.0	-2.2	-1.0	
Etobicoke							
Population	282 700	298 700	(298 490)	298 000	290 700	284 500	
Growth (Past 10 years)	84 000	16 000		-713	-7 300	-6 200	
% Growth	42.3	5.7		-0.2	-2.4	-2.1	
				304 100	299 900	296 700	
				5 400	-4 200	-3 200	
				1.8	-1.4	-1.1	
North York							
Population	504 200	559 500	(556 310)	569 900	570 900	564 700	
Growth (Past 10 years)	234 200	55 300		10 400	1 000	-6 200	
% Growth	86.8	11.0		1.9	0.2	-1.1	
				572 000	562 400	555 600	
				12 500	9 600	-6 800	
				2.2	1.7	-1.2	
Scarborough							
Population	338 000	443 400	(461 960)	466 900	470 500	470 000	
Growth (Past 10 years)	118 700	105 300		23 500	3 600	-500	
% Growth	54.1	31.2		5.3	0.8	-0.1	
				481 300	488 900	488 500	
				37 900	7 600	-400	
				8.5	1.6	-.1	
Metropolitan Toronto							
Population	2 089 700	2 137 400	(2 154 530)	2 174 900	2 169 500	2 138 500	
Growth (Past 10 years)	468 900	47 700		37 500	-5 400	-31 000	
% Growth	28.9	2.3		1.8	-0.2	-1.4	
				2 183 900	2 186 700	2 194 000	
				4 500	2 800	7 300	
				2.2	.1	.3	

Source: (1) Derived from Projections . . ., op. cit., pg. 27 (Case B)
(2) Derived from Traffic Zone Projections M-1-86 (May 1986) Scenario #1

Note: All numbers rounded to nearest 100.

POPULATION OF FOUR REGIONAL MUNICIPALITIES AND TORONTO REGION, 1971-2011

	1971	1981	(1985)	1991	2001	2011
Durham						
Population	214 700	283 600	(314 240)	342 200	402 400	458 900
Growth (Past 10 years)	62 700	68 900		59 200	59 600	56 500
% Growth	41.2	32.1		20.9	17.4	14.0
York						
Population	166 100	252 100	(324 060)	393 900	514 800	613 300
Growth (Past 10 years)	51 700	86 000		141 800	120 900	98 500
% Growth	45.3	51.8		56.2	30.7	19.1
Peel						
Population	259 900	490 700	(565 870)	691 900	811 600	1 034 800
Growth (Past 10 years)	148 300	230 900		201 200	179 700	163 20
% Growth	132.9	88.8		41.0	26.0	18.1
Halton						
Population	189 900	253 900	(2 264 500)	296 200	331 800	368 400
Growth (Past 10 years)	82 900	64 000		42 300	35 600	36 600
% Growth	77.5	33.7		16.7	12.0	11.0
Four Regions						
Population	830 500	1 280 300	(1 468 670)	1 724 800	2 120 600	2 475 400
Growth (Past 10 years)	345 600	449 800		444 500	395 800	354 800
% Growth	71.2	54.2		34.7	22.9	16.7
Toronto Region						
Population	2 920 230	3 417 700	(3 623 200)	3 908 700	4 307 200	4 669 300
Growth (Past 10 years)	814 500	497 500		491 000	398 500	362 100
% Growth	38.7	17.0		14.4	10.2	8.4

Source: Traffic Zone Projections from TZONE M-1-86 (May 1986) Scenario #1
1971 and 1981 from Census

Note: All numbers have been rounded to the nearest 100.

GROWTH IN TOTAL, FAMILY AND NON-FAMILY HOUSEHOLDS,
METROPOLITAN TORONTO, FOUR REGIONS AND TORONTO REGION, 1971-2011

		1971			1981			1991			2001			2011		
		Total Households	Family	Non-family	Total Households	Family	Non-family	Total Households	Family	Non-family	Total Households	Family	Non-family	Total Households	Family	Non-family
Metropolitan Toronto	#	629 670	491 570	138 100	776 385	536 515	239 870	908 300	615 300	293 000	959 600	648 800	310 800	985 700	660 800	324 900
	%	(100%)	(78%)	(22%)	(100%)	(69%)	(31%)	(100%)	(68%)	(32%)	(100%)	(68%)	(32%)	(100%)	(67%)	(33%)
Increase over 10-year period					146 715	44 945	101 700	131 915	78 785	53 130	51 300	33 500	17 800	26 100	12 000	14 100
(Traffic Zone Model)								(903 200)			(949 900)			(979 800)		
Four Regions	#	233 725	208 025	25 700	399 725	338 285	61 440	624 800	489 500	135 300	830 900	627 300	203 600	1 031 900	759 500	272 400
	%	(100%)	(89%)	(11%)	(100%)	(85%)	(15%)	(100%)	(78%)	(22%)	(100%)	(75%)	(25%)	(100%)	(74%)	(26%)
Increase over 10-year period					166 000	130 260		225 075	151 215		206 100	137 800	68 300	201 000	132 200	68 800
(Traffic Zone Model)								(548 900)			(684 400)			(802 800)		
Toronto Region	#	863 395	699 595	163 800	1 176 110	874 800	301 310	1 533 100	1 104 800	428 300	1 790 500	1 276 100	514 400	2 017 600	1 420 300	597 300
	%	(100%)	(81%)	(19%)	(100%)	(74%)	(26%)	(100%)	(72%)	(28%)	(100%)	(71%)	(29%)	(100%)	(70%)	(30%)
Increase over 10-year period					312 715	175 205	137 510	356 990	230 000	126 900	257 400	171 300	86 100	227 100	144 200	82 900
(Traffic Zone								(1 452 100)			(1 63[illegible] 300)			(1 782 600)		

Source: Derived from Projections . . . , op. cit., pg. 70.1 and 70.2 (Case B)

Traffic Zone projections from TZONE M-1-86 (May 1986) Scenario #1

Table A4

HOUSEHOLDS BY HOUSEHOLD SIZE FOR AREA MUNICIPALITIES AND FOUR REGIONS 1971 to 2011

(Persons per household)

	1971	1976	1981	1991	2001	2011
Toronto	3.05	2.67	2.42	2.06	1.98	1.94
York	3.15	2.85	2.61	2.29	2.16	2.09
East York	2.72	2.49	2.37	2.13	2.04	2.00
Etobicoke	3.41	3.03	2.79	2.49	2.36	2.30
North York	3.42	3.12	2.90	2.67	2.53	2.46
Scarborough	3.62	3.24	3.02	2.75	2.61	2.52
Metro	**3.25**	**2.93**	**2.71**	**2.32**	**2.19**	**2.10**
Durham	3.60	2.93	2.75	3.02	2.97	2.98
York	3.70	3.29	3.09	3.25	3.21	3.18
Peel	3.60	3.39	3.19	3.19	3.14	3.12
Halton	3.60	3.32	3.12	3.04	2.98	2.97
Toronto Region	**3.40**	**3.06**	**2.86**	**2.48**	**2.35**	**2.27**

Source: 1981 Census (Special runs) and projections from Research Division

Note: Projections for Metro and the Metropolitan Region are from the "Projections" report, pgs. 71.4 and 71.3, while those for the Area Municipalities and Four Regions are from the Metropolitan Toronto traffic zone model.

HOUSEHOLDS BY SIZE
METROPOLITAN TORONTO, FOUR REGIONS AND TORONTO REGION
1971, 1981, 1991, 2001, and 2011

		1	2	3	4	5+	Total
Metropolitan Toronto							
1971	#	94 555	169 780	113 355	112 555	139 425	629 670
	%	(15%)	(27%)	(18%)	(18%)	(22%)	(100%)
1981	#	196 155	225 125	129 185	123 815	102 100	776 380
	%	(25%)	(29%)	(17%)	(16%)	(13%)	(100%)
1991	#	252,510	365 310	142 610	82 980	64 890	908 300
	%	(28%)	(40%)	(16%)	(9%)	(7%)	(100%)
2001	#	268 460	441 190	130 390	65 200	54 360	959 600
	%	(28%)	(46%)	(14%)	(7%)	(5%)	(100%)
2011	#	280 710	486 950	120 230	51 580	46 230	985 700
	%	(28%)	(49%)	(12%)	(5%)	(5%)	(100%)
Four Regions							
1971	#	18 810	53 690	42 090	52 795	66 340	233 725
	%	(8%)	(23%)	(18%)	(23%)	(28%)	(100%)
1981	#	50 010	104 680	76 960	99 495	68 585	399 730
	%	(13%)	(26%)	(19%)	(25%)	(17%)	(100%)
1991	#	108 100	169 840	176 680	125 150	45 030	624 800
	%	(17%)	(27%)	(28%)	(20%)	(7%)	(99%)
2001	#	165 700	261 640	257 130	103 370	43 740	831 580
	%	(20%)	(31%)	(31%)	(13%)	(5%)	(100%)
2011	#	223 400	350 290	327 230	74 040	56 940	1 031 900
	%	(22%)	(34%)	(32%)	(7%)	(5%)	(100%)
Toronto Region							
1971	#	113 365	223 470	155 445	165 350	205 765	863 395
	%	(13%)	(26%)	(18%)	(19%)	(24%)	(100%)
1981	#	246 165	329 805	206 145	223 310	170 685	1 176 110
	%	(21%)	(28%)	(18%)	(19%)	(14%)	(100%)
1991	#	360 610	535 150	319 290	208 130	109 920	1 533 100
	%	(23%)	(35%)	(21%)	(14%)	(7%)	(100%)
2001	#	434 160	702 830	387 520	168 570	97 420	1 790 500
	%	(24%)	(39%)	(22%)	(9%)	(5%)	(99%)
2011	#	504 110	837 240	447 460	125 620	103 170	2 017 600
	%	(25%)	(41%)	(22%)	(6%)	(5%)	(100%)

Source: Derived from Projections . . ., op. cit., pg. 71.3 and 71.4 (Case B)

Table A6

POPULATION BY AGE GROUP
TORONTO REGION AND METROPOLITAN TORONTO 1981
PROJECTED TO 2011

		Toronto Region		Metropolitan Toronto	
Year	Age	Population	%	Population	%
1981	0-14	716 900	21.0	395 400	18.5
	15-24	626 700	18.3	395 700	18.5
	25-44	1 069 900	31.3	649 200	30.4
	45-59	568 200	16.6	378 100	17.7
	60-64	129 700	3.8	92 000	4.3
	65+	306 800	9.0	226 700	10.5
	TOTAL	**3 418 200**	**100.0**	**2 136 600**	**100.0**
1991	0-14	743 200	19.0	366 200	16.8
	15-24	528 100	13.5	267 000	12.2
	25-44	1 354 900	34.7	759 200	34.7
	45-59	692 700	16.4	357 600	16.4
	60-64	180 300	4.6	115 500	5.3
	65+	460 000	11.8	318 300	14.6
	TOTAL	**3 908 700**	**100.0**	**2 183 800**	**100.0**
2001	0-14	713 400	16.6	311 700	14.3
	15-24	544 600	12.6	243 600	11.1
	25-44	1 341 900	31.2	667 400	30.5
	45-59	876 700	20.3	451 800	20.7
	60-64	197 500	4.6	106 700	4.9
	65+	633 000	14.7	405 400	18.5
	TOTAL	**4 307 100**	**100.0**	**1 186 600**	**100.0**
2011	0-14	717 600	15.4	274 000	12.5
	15-24	543 200	11.6	220 700	10.1
	25-44	1 272 000	27.2	534 300	24.3
	45-59	1 037 700	22.2	550 100	25.1
	60-64	297 700	6.4	151 400	6.9
	65+	801 000	17.2	463 500	21.1
	TOTAL	**4 668 200**	**100.0**	**2 194 000**	**100.0**

Source: Metropolitan Toronto Planning Department,
Traffic Zone Projections (M-1-86 Scenario #1)

Note: Numbers rounded to nearest 100 population
and to one decimal place for percentage.

EMPLOYMENT AND RESIDENT LABOUR FORCE IN METROPOLITAN TORONTO, FOUR REGIONS AND TORONTO REGION, 1971-2011

	1971	1981	1991	2001	2011
Metropolitan Toronto					
Labour Force (Traffic Zone Model)	1 027 775	1 207 630	1 261 200 (1 271 100)	1 230 300 (1 245 900)	1 192 300 (1 226 600)
Employment (Traffic Zone Model)	994 920	1 240 000	1 375 600 (1 338 100)	1 416 600 (1 423 700)	1 445 600 (1 485 600)
Four Regions					
Labour Force (Traffic Zone Model)	470 536	681 305	927 000 (917 800)	1 176 600 (1 151 500)	1 370 600 (1 315 800)
Employment (Traffic Zone Model)	292 802	584 242	720 300 ((764 600)	888 600 (936 300)	1 010 100 (1 079 300)
Toronto Region					
Labour Force (Traffic Zone Model)	1 498 310	1 894 535	2 188 200 (2 188 900)	2 406 900 (2 397 400)	2 562 900 (2 542 400)
Employment (Traffic Zone Model)	1 287 722	1 824 242	2 095 900 (2 102 700)	2 305 200 (2 360 000)	2 455 700 (2 564 900)

Source: Derived from Projections . . ., op. cit., pg. 44 (Case B)

and Employment Projections . . . a Working Paper, Metropolitan Planning Department, 1984, pg. 7 (Case B)

Traffic Zone numbers from TZONE M-1-86 (May 1986) Scenario #1)

Table A8

COMMUTING INTO AND OUT OF METROPOLITAN TORONTO 1971-2011

	In-commuting	Out-commuting	Net Flow
1971	108 020	62 000	46 020
1981	240 010	124 080	115 930
% Growth	(122%)	(100%)	(152%)
1991	351 800	182 400	169 400
% Growth	(47%)	(47%)	(46%)
2001	434 500	195 200	239 300
% Growth	(24%)	(7%)	(41%)
2011	492 700	189 400	303 300
% Growth	(13%)	(3%)	(27%)

Source: Employment Projections . . . a Working Paper, op. cit., pg. 32

HOUSING STOCK BY UNIT TYPE IN METROPOLITAN TORONTO AND FOUR REGIONS
1971 and 1981

Municipality		1971 Single Detached	1971 Single Attached	1971 Plexes, Apts., Flats	1971 TOTAL	1981 Single Detached	1981 Single Attached	1981 Plexes, Apts., Flats	1981 TOTAL
Toronto	#	51 995	69 340	103 085	224 445	49 745	64 450	127 075	241 270
	%	(23.2)	(30.9)	(45.9)	(100.0)	(20.6)	(26.7)	(52.7)	(100.0)
York	#	20 380	6 575	19 585	46 550	19 845	6 125	25 085	51 055
	%	(43.8)	(14.1)	(42.1)	(100.0)	(38.9)	(12.0)	(49.1)	(100.0)
East York	#	16 350	4 775	17 165	38 290	16 175	4 605	21 735	42 515
	%	(42.7)	(12.5)	(44.8)	(100.0)	(38.0)	(10.9)	(51.1)	(100.0)
Etobicoke	#	49 185	6 550	26 555	82 290	52 000	8 655	45 290	105 945
	%	(59.8)	(8.0)	(32.2)	(100.0)	(49.1)	(8.2)	(42.7)	(100.0)
North York	#	61 920	23 390	60 860	146 175	66 305	32 080	92 365	190 750
	%	(42.4)	(16.0)	(41.6)	(100.0)	(34.8)	(16.8)	(48.4)	(100.0)
Scarborough	#	56 435	7 050	28 015	91 525	68 930	22 145	53 765	144 840
	%	(61.7)	(7.7)	(30.6)	(100.0)	(47.6)	(15.3)	(37.1)	(100.0)
Metropolitan Toronto	#	256 265	117 685	255 265	629 275	273 000	138 060	365 315	776 375
	%	(40.7)	(18.7)	(40.6)	(100.0)	(35.1)	(17.8)	(47.1)	(100.0)
Durham	#	N/A	N/A	N/A	N/A	59 700	14 405	16 545	90 650
	%					(65.9)	(15.9)	(18.2)	(100.0)
York	#	36 400	3 770	4 550	44 720	57 855	9 030	9 850	76 735
	%	(81.4)	(8.4)	(10.2)	(100.0)	(75.4)	(11.8)	(12.8)	(100.0)
Peel	#	39 990	12 425	17 380	69 795	65 505	43 005	42 260	150 770
	%	(57.3)	(17.8)	(24.9)	(100.0)	(43.5)	(28.5)	(28.0)	(100.0)
Halton	#	37 685	3 545	10 555	51 785	53 020	10 185	18 370	81 575
	%	(72.8)	(6.8)	(20.4)	(100.0)	(65.0)	(12.5)	(22.5)	(100.0)
4 Regions	#	N/A	N/A	N/A	N/A	236 080	76 625	87 025	399 730
	%					(59.1)	(19.2)	(21.7)	(100.0)
Toronto Region	#	N/A	N/A	N/A	N/A	509 080	214 685	452 340	1 176 105
	%					(43.2)	(18.3)	(38.5)	(100.0)

Source: Statistical Series, Vols. 1 and 2, Metropolitan Toronto Planning Department

Table A10

COMPLETIONS BY UNIT TYPE AND AREA MUNICIPALITY, METROPOLITAN TORONTO 1971-1985

	1971-1975 Average	(%)	1976	1977	1978	1979	1980	1976-1980 Average	(%)	1981	1982	1983	1984	1985	1981-1985 Average	(%)
Toronto																
Single	54	(1)	47	33	52	60	30	44	(1)	46	62	56	82	102	70	(3)
Semi	100	(3)	66	76	104	132	104	96	(3)	196	162	34	66	128	117	(5)
Row	90	(3)	89	171	362	447	662	346	(12)	416	290	133	8	73	184	(8)
Apartment	3 239	(93)	2 457	1 002	3 131	2 578	3 264	2 486	(84)	1 825	2 362	2 211	1 906	1 667	1 994	(84)
Total	3 483 (17)	(100)	2 659	1 282	3 649	3 217	4 060	2 972 (21)	(100)	2 483	2 876	2 434	2 062	1 970	2 365 (28)	(100)
York																
Single	41	(5)	37	26	30	35	22	30	(5)	23	20	10	26	13	18	(4)
Semi	13	(2)	6	8	22	62	14	22	(4)	24	84	18	26	28	36	(9)
Row	-	-	-	-	-	-	-	-	-	177	-	-	-	-	35	(9)
Apartment	815	(93)	1 274	503	560	273	-	522	(91)	432	420	578	2	144	315	(78)
Total	869 (4)	(100)	1 317	537	612	370	36	574 (4)	(100)	656	524	606	54	185	404 (5)	(100)
East York																
Single	14	(1)	25	44	28	33	30	32	(29)	26	19	17	18	12	18	(19)
Semi	8	(1)	2	6	16	8	-	6	(5)	-	2	2	2	2	2	(3)
Row	36	(3)	6	10	5	25	-	9	(8)	-	-	-	-	-	-	(-)
Apartment	1 068	(93)	219	2	-	11	-	66	(59)	-	-	131	-	254	77	(78)
Total	1 126 (5)	(100)	252	62	49	177	30	113 (1)	(100)	26	21	150	20	268	97 (1)	(100)
Etobicoke																
Single	261	(8)	281	531	195	248	417	334	(17)	915	793	453	118	108	476	(50)
Semi	84	(3)	136	68	50	50	206	102	(5)	46	72	12	2	2	27	(3)
Row	141	(4)	64	92	282	53	243	147	(8)	10	12	14	-	0	7	(1)
Apartment	2 713	(85)	1 519	2 002	980	1 281	1 113	1 379	(70)	161	814	18	809	361	432	(46)
Total	3 199 (15)	(100)	2 000	2 693	1 307	1 632	1 979	1 962 (14)	(100)	1 132	1 691	497	929	471	944 (11)	(100)
North York																
Single	727	(11)	327	368	383	340	466	377	(13)	443	326	190	194	237	278	(17)
Semi	778	(12)	20	90	108	266	166	130	(5)	536	366	114	2	10	206	(13)
Row	707	(11)	526	362	275	107	234	301	(10)	65	57	-	64	-	37	(2)
Apartment	4 444	(66)	2 957	1 626	1 333	2 595	1 960	2 094	(72)	1 071	820	1 666	1 534	480	1 114	(68)
Total	6 656 (32)	(100)	3 830	2 446	2 099	3 309	2 826	2 902 (21)	(100)	2 113	1 569	1 970	1 794	727	1 634 (19)	(100)
Scarborough																
Single	964	(17)	1 336	386	673	1 477	1 445	1 063	(20)	1 010	715	2 871	2 165	2 326	1 817	(58)
Semi	476	(8)	950	830	984	674	862	860	(16)	370	248	18	4	4	129	(4)
Row	882	(16)	1 117	900	2 018	1 086	747	1 174	(22)	483	650	456	169	199	391	(12)
Apartment	3 317	(59)	1 356	2 682	3 331	2 009	1 873	2 250	(42)	570	337	2 011	1 087	20	805	(26)
Total	5 639 (27)	(100)	4 759	4 798	7 006	5 246	4 927	5 347 (39)	(100)	2 433	1 950	5 356	3 425	2 549	3 142 (36)	(100)
Metro Toronto																
Single	2 059	(10)	2 053	1 388	1 361	2 193	2 410	1 881	(13)	2 463	1 935	3 597	2 603	2 798	2 679	(31)
Semi	1 459	(7)	1 180	1 078	1 284	1 192	1 352	1 216	(9)	1 172	934	198	102	174	516	(6)
Row	1 856	(9)	2 020	1 535	2 942	1 718	1 886	1 977	(14)	1 149	1 009	603	241	272	655	(8)
Apartment	15 585	(74)	9 516	7 817	9 335	8 847	8 210	8 797	(65)	4 059	4 753	6 615	5 338	2 926	4 738	(55)
Total	20 970 (100)	(100)	14 769	11 818	14 992	13 950	13 858	13 871 (100)	(100)	8 843	8 631	11 013	8 284	6 170	8 588 (100)	(100)

Table A11

COMPLETIONS BY TYPE FOR FOUR REGIONAL MUNICIPALITIES AND TORONTO REGION 1971-1985

	1971-1975 Average	(%)	1976	1977	1978	1979	1980	1976-1980 Average	(%)	1981	1982	1983	1984	1985	1981-1985 Average	(%)
Peel																
Single	2 666	(32)	2 512	2 239	1 738	2 478	2 492	2 292	(26)	3 654	2 626	4 374	3 969	3 822	3 689	(52)
Semi	1 802	(22)	1 900	1 958	1 250	1 660	1 596	1 673	(19)	2 024	726	376	34	70	646	(9)
Row	1 142	(14)	1 395	3 246	2 224	2 559	987	2 080	(24)	893	920	331	188	216	510	(7)
Apartment	2 667	(32)	2 972	2 594	2 285	3 938	1 534	2 664	(31)	2 672	2 891	1 621	3 102	956	2 248	(32)
Total	8 277	(100)	8 786	10 037	7 497	10 635	6 611	8 790	(100)	9 243	7 163	6 702	7 293	5 064	7 093	(100)
	(48)							(48)							(43)	
York																
Single	1 464	(52)	1 140	1 129	1 090	2 486	2 836	1 736	(53)	4 100	2 981	5 071	5 498	5 969	4 724	(89)
Semi	410	(15)	14	88	306	1 274	1 036	544	(17)	588	580	206	12	-	277	(5)
Row	482	(17)	218	665	317	578	644	484	(15)	355	273	14	385	157	237	(4)
Apartment	433	(16)	826	517	343	138	732	511	(15)	31	102	61	191	39	85	(2)
Total	2 789	(100)	2 198	2 399	2 058	4 477	5 248	3 273	(100)	5 074	3 936	5 352	6 086	6 165	5 323	(100)
	(16)							(82)							(31)	
Durham																
Single	921	(41)	1 063	1 561	1 301	1 262	875	1 212	(33)	1 274	1 223	2 440	2 181	2 638	1 951	(73)
Semi	356	(16)	1 125	1 003	640	458	202	686	(19)	404	273	285	36	76	214	(8)
Row	325	(15)	1 442	1 598	1 127	194	110	894	(25)	24	80	276	225	86	138	(5)
Apartment	633	(28)	1 082	1 427	656	921	111	839	(23)	306	180	760	536	65	369	(14)
Total	2 235	(100)	4 712	5 589	3 724	2 835	1 298	3 631	(100)	2 008	1 764	3 761	2 978	2 863	2 672	(100)
	(13)							(20)							(16)	
Halton																
Single	1 848	(51)	1 077	948	540	1 324	969	982	(39)	1 135	656	1 152	1 062	1 586	1 118	(66)
Semi	155	(4)	112	190	794	540	437	415	(16)	404	162	56	46	70	148	(9)
Row	540	(15)	836	502	626	216	184	473	(19)	190	254	127	352	230	230	(13)
Apartment	1 070	(30)	1 016	389	852	708	282	649	(26)	306	170	249	109	172	201	(12)
Total	3 613	(100)	3 041	2 029	2 862	2 788	1 872	2 519	(100)	2 035	1 242	1 584	1 569	2 058	1 697	(100)
	(21)							(46)							(10)	
Four Regions																
Single	7 077	(41)	5 792	5 877	4 719	7 550	7 172	6 222	(34)	10 163	7 486	13 037	12 710	14 015	11 482	(68)
Semi	2 742	(16)	3 151	3 239	2 990	3 932	3 271	3 317	(18)	3 420	1 741	923	128	216	1 285	(8)
Row	2 528	(15)	3 891	6 011	4 294	3 547	1 925	3 934	(22)	1 462	1 527	748	1 150	689	1 115	(7)
Apartment	4 867	(28)	5 896	4 931	4 136	5 705	2 659	4 663	(26)	3 315	3 351	2 691	3 938	1 232	2 905	(17)
Total	17 214	(100)	18 730	20 058	16 139	20 734	15 027	18 136	(100)	18 360	14 105	17 399	17 926	16 152	16 787	(100)
	(98)							(100)							(100)	
Toronto Region																
Single	9 136	(24)	7 845	7 265	6 080	9 743	9 582	8 103	(25)	12 626	9 241	16 634	15 313	16 813	14 125	(56)
Semi	4 201	(11)	4 331	4 317	4 274	5 124	4 623	4 534	(14)	4 592	2 675	1 121	230	390	1 801	(7)
Row	4 384	(11)	5 693	7 546	7 236	5 265	3 877	5 910	(18)	2 611	2 536	1 351	1 391	961	1 770	(7)
Apartment	20 463	54	15 678	12 748	13 471	14 552	10 869	13 463	(42)	7 374	8 104	9 306	9 276	4 158	7 643	(30)
Total	38 184	(100)	33 547	31 876	31 061	34 684	28 885	32 011	(99)	27 203	22 736	28 412	26 210	22 322	25 339	(100)

Table A12

TYPE OF UNITS IN REGISTERED PLANS OF SUBDIVISION, 1977-1984, METROPOLITAN TORONTO

	1977	1978	1979	1980	1981	Total 1977-1981	1982	1983	1984	Total 1982-1984
Singles	245 (32.3%)	613 (23.3%)	1 347 (28.8%)	1 417 (40.9%)	1 933 (42.0%)	5 555 (34.4%)	553 (69.9%)	1 753 (38.0%)	1 441 (51.9%)	3 747 (45.8%)
Semi-detached	149 (19.5%)	635 (24.2%)	688 (14.7%)	486 (14.0%)	552 (12.0%)	2 510 (15.5%)	105 (13.3%)	256 (5.6%)	516 (18.5%)	877 (10.7%)
Row	195 (25.6%)	465 (17.7%)	571 (12.2%)	241 (7.0%)	353 (7.7%)	1 825 (11.3%)	133 (16.8%)	722 (15.7%)	19 (.7%)	874 (10.7%)
Multiple	-	102 (3.8%)	163 (3.5%)	262 (7.6%)	463 (10.1%)	990 (6.1%)	-	136 (3.0%)	53 (1.9%)	189 (2.3%)
Apartment	172 (22.6%)	814 (31.0%)	1 909 (40.8%)	1 060 (30.6%)	1 296 (28.2%)	5 251 (32.6%)	-	1 736 (37.7%)	750 (27.0%)	2 486 (30.4%)
Annual Average	761 (100.0%)	2 629 (99.9%)	4 678 (100.0%)	3 466 (100.1%)	4 597 (100.0%)	16 131 (3 842)*	791 (100.0%)	4 603 (100.0%)	2 779 (100.0%)	8 173 (2 731)

* Excludes 1977 because most registered plans of subdivision were still being processed by the Provincial Ministry of Housing.

Table A13

NET RESIDENTIAL LAND IN REGISTERED PLANS OF SUBDIVISION, 1977-1984, METROPOLITAN TORONTO

	1977 Hectares	1978 Hectares	1979 Hectares	1980 Hectares	1981 Hectares	1982 Hectares	1983 Hectares	1984 Hectares	Total 1977-1984 Hectares	(%)
Toronto			8.1	3.0					11.1	(1.5)
East York									-	
York	5.3		.4		.7			.3	6.7	(.9)
North York	9.4	22.3	25.5	3.3	17.7	1.6	7.3	1.8	88.9	(11.8)
Etobicoke	4.6	9.5	21.4	45.9	22.7	3.1	1.8	2.8	111.8	(14.9)
Scarborough	9.5	48.3	75.4	56.2	102.4	25.6	144.7	70.5	532.6	(70.9)
Metro	28.8	80.1	130.7	108.4	143.5	30.3	153.8	75.4	751.2	(100.0)

Note: Does not include subdivisions which were submitted prior to 1976 to the Provincial Ministry of Housing and registered after that time.

Table A14

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BIBLIOGRAPHY

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Part 1	Detailed Summary of Findings and Recommendations.
Part 2	Economic and Demographic Trends for the 80's and 90's.
Part 3.1	Physical potential.
Part 3.3	The Supply Process.
Part 3.4	Tenant Demand for the Rental Accommodation in Converted Dwellings.
Part 3.5	Neighbourhood Impact and Resistance
Part 3.6	Municipal and Provincial Policies and Regulations.
Part 4.1	Recent Rental Stock Losses and the Impact of Deconversion.
Part 4.2	Future Conservation Requirements and Costs for High-Rise Apartments and the Possible Impact on Rents and Tenants.
Part 5.0	Data Sources and Problems.

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INFORMATION TO THE READER

This report is one of two background and proposals studies undertaken in the general area of "housing" as part of the Metropolitan Plan Review; the other report is entitled "Housing Trends: 1976-1986".

All members of the community are invited to comment on the matters presented. It is hoped that individuals and organizations with particular expertise on items raised here, will convey their conclusions, concerns and recommendations. These comments will be considered and reported in the preparation of policy recommendations which will follow.

Submissions should be sent to:

Metropolitan Toronto Planning Department
Policy Development Division
East Tower, 11th Floor
City Hall
Toronto, Ontario
M5H 2N1

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The "Metropolitan Plan Review" is a program to review the Official Plan For The Urban Structure: Metropolitan Toronto. The program was adopted by Metropolitan Council in March of 1986 and is available in printed form as "Report No. 1: Program, Metropolitan Plan Review". Copies are available from the above address.